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Opportunities for Women
in the
Municipal Civil Service
of the
City of New York

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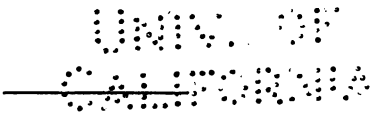
Opportunities for Women
in the
Municipal Civil Service
of the
City of New York

A Study of the Number of Women Employed, Duties, Qualifications, Compensation and Length of Service, based upon an investigation made for the Intercollegiate Bureau of Occupations and the Women's Auxiliary of the Civil Service Reform Association of New York



BY
FANNIE M. WITHERSPOON
Former Secretary of the Women's Auxiliary of the Civil Service Reform Association of New York

AND

ANNA MARTIN CROCKER
Examiner in the Municipal Civil Service Commission of the City of New York

Published by
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CALIFORNIA

The present report is the result of a study begun in the first instance by Miss Fannie M. Witherspoon while she was serving as Secretary of the Women's Auxiliary of the Civil Service Reform Association of New York. Later the Intercollegiate Bureau of Occupations became interested in the work and united with the Women's Auxiliary to make it possible for Miss Witherspoon to complete the investigation. Immediately after she had finished her study Miss Witherspoon was called to other work, which absorbed all her time and energy. As a result it became impossible for her to make the final revision of the report, and so she suggested to the Board of Directors of the Intercollegiate Bureau of Occupations that Mrs. Anna Martin Crocker, Examiner in the Municipal Civil Service Commission, be asked to undertake this part of the work. The suggestion was adopted, and Mrs. Crocker made the editorial revision and verifications, and contributed additional material as indicated.

It is a great satisfaction to the Board of Directors that the Report, after having been so completely prepared, should have been revised as a whole by one intimately familiar with Civil Service methods and procedure and in close touch with the personnel of the Public Service.

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Preface.

The facts presented in this study were gathered from a number of sources. Tables I-IV, inclusive, and VII and VIII, are based upon the Civil List or Official City Roster of December, 1917, the latest available. Tables bearing on the appointments from Eligible Lists are based on figures available up to the end of 1916. Civil lists of past years have also been consulted for dates in which women have entered the service in various lines.

A questionaire (see Appendix) was prepared for the women employees themselves, and, as it was deemed best to circulate this questionaire through official channels, the permission of the head of the department or person in authority was secured in each case. There was only one instance in which permission was refused, and this was due to the general policy of the department and not because of any disapproval of the purpose of the study.

As the questionaire, of which 3,500 copies were distributed, was circulated in this manner, it was hoped that a very large response would result, but it was found that the study was being undertaken at a peculiarly inopportune time, inasmuch as city employes had recently been subjected to a number of investigations. Consequently, the first question which the employe asks when a new paper is put before her to fill out is "What is this for? What good do these investigations accomplish? Will my work become more valuable or my maximum compensation be increased?" If the investigator happens, as in this case, to represent a group unknown to her, and disconnected from public work, she is likely to add, "By what right am I being questioned? I see nothing to interest me in your inquiry, and, in short, I do not wish to be bothered."

Another difficulty was encountered in what it had been hoped would prove an actual advantage, that is, circularizing through official channels. In cases where a sense of injustice prevailed within a department, the co-operation of the chief officer with the investigator, to the employe's mind, was another point in its disfavor. Despite these facts, however, this part of the work is felt to have been worth while. The responses numbered but 342, which it should be noted is about ten per cent. of the number nominally distributed, and probably a larger per cent. of those actually received the questionaire. They represent, therefore, the normal return to such questionaires. On the other hand this number included women in widely different types of work, distributed through many departments. If the numerical value of the questionaire is therefore small, it may be claimed that it is representative in character. Certain criticisms of the service reiterated over and over are therefore entitled to due consideration.

In addition to the questionaire, heads of departments employing women in any considerable numbers were interviewed for their estimate of women's success. Courteous treatment was nearly always accorded, and some interesting interviews were secured. Though it was always explained that the entire inquiry was made without *a priori* intent, the only wish being to bring out the facts in regard to women's employ-

ment, it was difficult to obtain statements of any significance. It was claimed that to discuss women workers apart from men would in itself constitute a sort of sex discrimination. "In this department men and women are on an absolute par as to promotion opportunities. Those who make good get a chance to go up," was stated more than once. It could not but be felt, however, that this was an unconscious evasion of the question.

More than one hundred women employes, some of whom had replied to the questionaire and some who had not, were interviewed in order to have as much first-hand information as possible. These interviews covered practically all positions and a wide range of salaries. In this way it was possible to reach women engaged in unusual work and to obtain a nearer view.

An invaluable source of information was found in the reports of the Bureau of Standards, a group called into existence by the administration of Mayor Mitchel for the purpose of making inquiries leading to specific recommendations on standards of work and salaries throughout the entire system of City departments. The results of their work, known as Standard Specifications for Personal Service 1916-1917, will be frequently referred to in the coming pages. It should be expressly noted that these specifications have not been adopted, and consequently that they have no official standing. However, as an indication of the trend of future development for these positions they have a distinct value. They are everywhere cited merely as "Recommendations."

The investigator takes this opportunity to thank the Civil Service Commission for its cordial attitude throughout. Opportunity to consult Eligible Lists and examine schedule sheets in the Bureaus of Certification and Record was particularly appreciated. Access to these may not be had ordinarily without Court order showing cause, and it was gratifying that the Commission granted permission in the present instance. Acknowledgment is gladly made of the courtesy shown the investigator by the heads of the various departments, particularly those of Health and Charities, where letters explaining the purpose of the study were sent together with the questionaire to the various divisions and bureaus. In each case, while stating that the filling out of blanks was entirely voluntary, the department hoped that the employes might care to co-operate with the Intercollegiate Bureau of Occupations.

Particular mention should be made of the Fire Department, where, in addition to courtesy in regard to the questionaire, a special arrangement was made whereby the investigator might accompany one of the women inspectors in the Bureau of Fire Prevention upon a specially arranged inspection tour, although the inspector was at the time employed upon inside work.

In many individual cases sympathy with the inquiry was expressed, and information willingly given. To all who have aided in any way, appreciation is expressed and thanks are hereby extended.

FANNIE M. WITHERSPOON.

Collaborator's Preface.

Shortly after my appointment as an Examiner in the Municipal Civil Service Commission of New York City in 1913, I discovered that very little information was available about positions actually held by women in the City service, or in regard to those that might be open to them. Accordingly I began to make notes myself with some such study as the present one in view.

When Miss Witherspoon undertook the work for the Intercollegiate Bureau of Occupations and the Women's Auxiliary of the Civil Service Reform Association, I was glad to co-operate with any information in my power, as I recognized the importance of putting this material into accessible form at the earliest possible moment. When I was called upon to complete the report, it was a matter of personal pleasure to me to have a part in the work which Miss Witherspoon had so capably carried forward.

My share of the work has consisted in the editorial revision of the entire survey with the checking up of all references. I have also gone over the material, position by position, in most cases with women employed under the various titles and in many instances with supervising officers, in order to verify the facts and to make certain of interpretations from the point of view of the service. Considerable additional material which I supplied has been included for the purpose of amplification and in order to bring the report up to date.

It was found desirable to bring the statistical part of the study as far as possible up to date and, therefore, Tables I to IV inclusive and VII and VIII, originally prepared by Miss Witherspoon, have been revised on the basis of the latest figures obtainable, and corresponding changes have been made in the text. The tables, therefore, present a picture of the City Service as it was on December 31, 1917. An introductory section has been added and also one on positions which are opening to women as a result of war conditions. For this latter I assume entire responsibility. It does not represent Miss Witherspoon's interest nor is it in any way her work.

For criticisms of departmental methods, either direct or implied, and for the general conclusions expressed, on the other hand, I am in no way responsible. These represent the impressions which the Municipal Civil Service and its administration made upon the outside investigator, and would be neither proper nor in accordance with official discipline as coming from me.

If this report helps in any degree to extend the knowledge of women in regard to the opportunities for usefulness and self-support which the public service offers, I shall be abundantly satisfied.

ANNA MARTIN CROCKER.

New York City.

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I. The Public and the Civil Service.

The idea of the Public Service as an employer requiring the services of a vast number of persons, and including among its employes nearly every known profession, trade and occupation, has been very slow to find lodgement in the public mind. As a source of "Jobs for the Faithful," as a means of patronage and as an object of graft, it has been well and unfavorably known.

It is not surprising, therefore, that the new ideal of the Civil Service as an opportunity for service as well as salary which was called into being by the establishment of the Merit System less than thirty-five years ago, should have made its way with difficulty into the public consciousness. The spoils system, rotation in office and "influence" played the controlling part for so long, that many persons, even to-day, believe that the only entrance to public employment is by means of political pull.

The failure of the Civil Service to realize the importance of adequate publicity upon the details of its work is one of the causes of this condition. The Merit principle is now well rooted in the public thought, but its practical application is still shrouded in mystery. Just what the positions under the Civil Service are, what they pay, what possibilities for advancement they offer, all this is not easily discovered by one outside the system. And this is even more true of the positions open to women than to men; for the first appointment of a woman in the Federal Service goes back only to 1870, when a law to *permit* such employment was passed. For many years thereafter the only women to secure appointment in Federal, State or Municipal Service were relatives or friends of deserving Republicans and Democrats. The result of all this has been that women in general have not even been aware of the existence of Civil Service as a possible opportunity. During the last few years, however, women have come forward in ever increasing numbers until to-day they constitute, according to rough estimates*, from ten to twenty per cent. of the public employes.

In the City of New York, which is the subject of the present inquiry, the Civil Service was established in 1883 and the first appointment of a woman as the result of a competitive examination was made in 1886. According to the figures of Dr. Frederick Breithut†, in 1916 the Municipal employes numbered 86,397, of whom, excluding the 18,116 women teachers**, 6,180 were women. In other words, exclusive of the teaching force, both male and female, women made up about 9.4 per cent. of the City Roster.

There has been a steady increase in the number of women applying for Civil Service positions in direct proportion to the extension of the knowledge that such positions exist and of definite information as to what they are and what advantages they offer. That such knowledge may become more general and such information may be made more definite is the object of the present report.

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* No accurate figures are available.

† The teaching and supervising force under the Department of Education are nowhere considered in this study, as they form an entirely separate group of City employes with an independent system of examination, appointment and regulation.

** Report by the Committee on Municipal Survey—College of the City of New York.

There is no doubt that the demand for women in public employment, as in every other field, has been greatly accelerated under the pressure of the emergency created by the war. Many doors which prejudice or custom have hitherto kept tightly closed to women are now being pushed open as a by-product of the world tragedy. It is therefore increasingly imperative that women should be alive to the opportunity which the Civil Service offers not only for permanent employment and for salary, but also for useful association in "tasks that are for the common good."

II. Civil Service Organization and Classification.

That this report may prove intelligible to those unacquainted with Civil Service organization, some comment upon the present classification of employes is necessary. The term, narrowly taken, applies only to those who are performing work and drawing pay from the City as a result of competitive tests. Taking the words upon their own merit, however, it is clear that the Civil Service embraces all who serve the public in any capacity of a civil nature.

According to the latter definition, two general classes are included in the Civil Service of New York City: the classified and the unclassified. The unclassified service includes elected officials, together with the supervising and teaching force of the Board of Education, which has its own machinery of examination and appointment, and the heads of departments and members of Commissions and Boards. These latter are directly appointed by the Mayor. Only one woman, Dr. Katherine Bement Davis, formerly Commissioner of the Department of Corrections and later Chairman of the Parole Commission, has held a position within this group. It should be noted in passing that hers is the highest salaried position that has been filled by a woman in the government of the City of New York.

The classified service is subdivided into four groups: (1) exempt, (2) competitive, (3) non-competitive, (4) labor. In each case the term designates the avenue through which appointment has been received.

(1) Those are said to be in *exempt* class who have received direct appointment without any sort of test. Such appointments are based upon previous knowledge on the part of the appointing officer of the candidate's ability and experience. The theory justifying this class of appointments is that the position to be filled is one of such a confidential nature or demanding qualifications of so unusual a character that they could not with certainty be secured through competition. The majority of those in the exempt class are holding positions of an administrative type carrying large compensation. Many are specialists along technical or professional lines whose services, it is claimed, must be judged by demonstrated ability in their particular fields. In this class we find deputy commissioners, executive secretaries and certain consulting engineers, etc., selected on the ground that sympathetic co-operation with the administration in power is an essential factor.

The exempt class also includes certain minor positions, which are justified upon the theory that they are either of a confidential nature,

such as secretaries to commissioners, etc., or ones in which the matter of adaptability and agreeable personal relations between inferior and superior are vital points. These, it is held, cannot be submitted to any tests except those of personal acquaintance, reputation and acceptability. To this end the Civil Service Commission has permitted certain positions of this character to be filled by direct appointment.

Tables II and III show that some 54 women at the beginning of 1918 held positions by direct appointment; 18 of these were employed under the title of secretary or confidential or executive stenographer. One Confidential Clerk to the Faculty of Hunter College is also exempt, and one clerk to the Sinking Fund Commission. As indicated on Table III, the salaries of these secretaries and personal stenographers are not necessarily higher than similar positions in the Competitive Class. The other positions held by women in the exempt classification are 1 General Superintendent of Training School and 10 Superintendents of Nurses and 20 Assistant Superintendents of Nurses; also one confidential inspector in the Bureau of Weights and Measures, and one woman employed at the Otisville Sanitarium under the title of Minister of Religion, and one Assistant Deputy District Attorney.

(2) The term Competitive Class is clear. As will be seen from the Tables, it explains the method of appointment by which some 3,209 women employed in 1918 came into the service. The section on examinations attempts to cover rather fully the character and method of holding these examinations.

(3) By Non-Competitive Class is meant that very large group of Civil Service employes, both men and women, who have entered the service neither as a result of direct appointment nor by competitive tests, but who have been submitted to a personal and individual examination. When an appointment is to be made in this group, the appointing officer selects a suitable person. An application blank, containing a brief statement of the candidate's educational and occupational history is filled out and duly vouched for and endorsed. It is then submitted to the Civil Service Commission, where it is marked "Qualified" and investigated—or else rejected. The positions included under this classification are in the main low salaried positions, largely institutional, which, in theory at least, are filled with difficulty even by this method.

As will be seen from Table II, 3,078—that is, considerably the largest division of women employes—fall within this class. The largest single group is composed of Hospital Helpers, the second largest, Bedside Nurses of Hospitals and Institutions.

The term Non-Competitive is also used of another and quite different class of appointments. Any position which would ordinarily rank as Competitive may, in case of departmental necessity or in the absence of an appropriate Eligible List or suitable Preferred List, be filled non-competitively, pending a new examination and the preparation therefrom of a new list. However, the appointees so designated hold their positions for continuous periods of fifteen days only, until such time as the rules of the Commission may properly be complied with, *i.e.*, their term of service ends automatically with the promulgation of an Eligible List. Such appointments are more properly called Provisional Appointments and in no case may the term of service be extended beyond four months.

Again, a considerable number of men and women who served the City prior to the classification of their positions in the Competitive class, are said to have been "covered in" without having been subjected to any

examination when the position was placed upon a Competitive basis. It has been customary in recent years, however, for persons in the Non-Competitive groups who wish to retain their positions permanently to compete in the open Competitive examinations with other applicants. Promotion examinations are also held by means of which Non-Competitive employes may win a transfer to the Competitive Class.

Provision is also made under the rules of the Commission for the temporary appointment of professional and technical experts of high and recognized attainments, for occasional service, or upon some special piece of work to be completed within a fixed time, as well as for emergency appointments for fifteen days, pending the establishment of Eligible Lists.

The foregoing explanations should be borne in mind in consulting Table II, which arranges the women in the service according to classes. In particular cases personal service cards were consulted with the Commission's consent; but the number involved was obviously too large for individual records to be studied throughout. This table, therefore, is to be interpreted as giving the *usual classification* of the positions mentioned, and should be read less as a literal presentation of fact than as a statement of the manner in which positions if vacated would probably again be filled.

(4) In the labor class there were in 1917, 448 women. The machinery of appointment in this group consists of an application by the candidate, who is given a physical examination to demonstrate that she is physically capable of performing the work.

A simple oral examination is also given to test the candidate's ability to understand verbal orders in the English language. Successful candidates are placed upon an Eligible List in the order of their application and called as needed.

As will be seen, the Non-Competitive and Labor Classes merge into one another in the lower grades of the former class. Hospital helpers and domestics, that is, persons who perform menial tasks in the various hospitals, are Non-Competitively appointed; whereas cleaners, who would appear to have somewhat similar duties, are appointed after registration with the Labor Bureau of the Commission as described.

It has been the custom in the City institutions to use convalescent patients, in many instances chronic cases, in non-competitive positions of this kind, usually under the all inclusive title of Hospital Helper. Frequently they would be otherwise unemployable. The theory has been that by thus occupying them at very low compensations—$10 to $20 per month and maintenance—they were in a measure made self-supporting and the City saved from the expense of caring for them as public charges. However, as the Bureau of Standards has pointed out, such a policy, while apparently cheap, is really extravagant, especially when the unreliability and general quality of the service rendered is taken into consideration. This use of hospital helpers is in fact the makeshift made necessary by an inadequate budgetary allowance. The salary range for these positions is from $120 to $600 per year, usually with maintenance.

The word "Service," which in the present rules and classification of the Commission, is taken as a vocational term, is not used in the recommendations of the Bureau of Standards in this sense. Those performing similar types of work throughout the various departments have in the past been said to be in the same service. Hence the terms Attendant Service, Inspection Service, Medical Service, etc.

The Bureau of Standards*, as we shall see from the discussion to come, arranges all allied positions under service heads, each subdivided into

* Now Personal Service.

various groups, and suggests grades of increased responsibility and increased compensation within the group. For example: we have the Inspectional Service, the Investigational Service, the Professional Service, etc. The Professional Service contains the engineer group, the architect group, the nurse group, etc., each again subdivided into grades, *e.g.* the nurse group consists of Grade I, Nurse; Grade II, Chief Nurse; Grade III, Assistant Superintendent of Nurses; Grade IV, Superintendent of Nurses; Grade V, General Superintendent of Nurses. As this study is meant to be not only descriptive of the present, but suggestive for the future, and as the general plan of the recommendations of the Bureau of Standards will probably form the basis for further work along this line, the term "Group" rather than "Service" will be adhered to.

III. Examinations.

Inasmuch as Table II shows that 3,209 out of a total of 6,790 women employes are to be found in the competitive class, some explanatory statement on the types of examinations and manner of holding them is needed to supplement the foregoing section. All duties connected with the testing of applicants and grading of examinations are officially supervised by a Municipal Civil Service Commission of three, consisting of a president and two members appointed by the administration in power, only two of whom may belong to the same political party. The headquarters of the Commissioner are on the 14th floor of the Municipal Building at Chambers and Centre streets, facing City Hall Park.

The routine connected with the formulation of questions and grading of results is performed by a staff of sixteen office examiners, including three women, who are themselves chosen through competitive examination. Whenever the work is of a technical or highly specialized character, they are assisted by experts especially employed therefor. There is also a force of "per diem" examiners appointed from the regular list who are called upon when the pressure of work requires. In addition one examiner has the custody of the examination papers, and another is in charge of the Bureau of Investigation. There are also three medical examiners, one a woman, serving on part time, and one physical examiner.

The work of the examining division is immediately supervised by a chief examiner and three assistant chief examiners, one of whom is a woman. These supervisors, together with the president and the secretary of the Commission and a designated medical examiner, constitute the Advisory Board, which prepares all preliminary work in connection with the holding of examinations for the consideration of the Commission.

The first step toward the holding of an examination is when the Advisory Board recommends to the Commission that an examination be held and it is so ordered. This occurs whenever a new list is required, either because of development within a department demanding increased force, or because the life of an eligible list is growing short.* An examiner is designated to prepare the advertisement. He makes whatever

* Except in cases where a list is about to expire by limitation, having approached the close of the four years, which is its legal limit, an examination is not ordered if there is a preferred list which can be used (*i.e.*,a list of persons who have duly qualified and have been appointed but who have been "laid off" because of departmental necessity), nor is it held if an Appropriate List for an allied position is in existence.

investigation is necessary and submits the advertisement to the Advisory Board for approval or amendment. When it has been passed by the Commission it is printed in the *City Record*, the City's official daily publication. It also appears in *The Chief* and *The Chronicle*, weeklies published to give information on Federal, State and Municipal Civil Service matters, and extensively read by employes and prospective employes. In addition notices are sent to the daily press, sometimes accompanied by a descriptive statement where the position is of a nature appealing to popular interests. Specialized advertising has become a feature of the Commission's work. Trade papers and medical and scientific journals also receive advertisements. Libraries are notified and asked to place suitable reading matter within the reach of those who might possibly be interested. The Municipal Reference Library, on the fifth floor of the Municipal Building, in particular notes advertisements in the Bulletin it issues weekly, and from time to time recommends a selected list of reference material. Notification is also given medical and technical colleges, normal schools and employment bureaus, which are placed on the regular mailing list.

Announcement of the examination must cover a period of two weeks prior to the last date for the receiving of applications—an interval which might well be extended to one month in order to make it possible to reach the monthly professional publications. Where the number of applicants is small, re-advertisement may be resorted to.

The following points are invariably mentioned in the advertisement of a position:

(1) Requirements of citizenship.
(2) Special requirements, such as license to practice medicine or law, nurse's registration, etc.
(3) Subjects and weights assigned to the different parts of the examination, *i.e.*:

Examination November 24, 1915, for Social Investigator was divided as follows: 1. General Paper counting 4 points; 2. Experience counting 4 points; 3. Oral examination for the purpose of testing personality counting 2 points. 70 per cent. was demanded in each case.

(4) Duties required by the position, including hours of service, if unusual, and Sunday service.
(5) The age limits for candidates.
(6) Usual salary.
(7) Vacancies, if any.

Citizenship is required by a City ordinance, and usually residence within the State. From time to time the latter is waived in order to attract experts where the number of those applying from the State is likely to be insufficient. In the latter case the condition is made that, if appointed, the person shall become a resident of the State of New York. All of these points naturally vary from position to position. By "usual salary" is meant the salary ordinarily paid to persons occupying such position. It does not necessarily mean that the successful competitor will be offered the specific amount stated in the advertisement. The Bureau of Standards, however, recommends that appointments should be made at the lowest salary for the grade. Nor does it mean that appointment will be made to the exact position for which the test was held. Where no list is in existence corresponding to the vacancy to be filled, the law requires the Commission to certify names for appointment from the nearest appropriate list; for example, the list for Assistant

Engineer might be certified to fill the position of Engineering Inspector if no list for that position existed. The minimum age required for clerical positions is usually eighteen years. Twenty-one years is the minimum for practically all other positions. The maximum, if stated, usually varies from forty to fifty.

APPLICATIONS.*

Two weeks is the usual time for receiving applications, which may be filed with the Commission either in person or by mail. The application blank supplies information as to name and address, age, citizenship, crime record, record of military or naval service, together with questions regarding the physical condition of the candidate. Attached to this application paper is what is called the "experience paper," which forms an integral part of the examination, and which in most cases, must be passed if the candidate is to be admitted to the subsequent written and other tests. This constitutes a searching inquiry into the education and entire occupational life of the applicant, who is warned that each statement will be investigated with rigorous care by the Bureau of Investigations. To this is attached a voucher which must contain the names of four citizens, male or female, who thus testify to the truth of the statements regarding training and qualifications. No name is placed on the experience paper as the candidate henceforth becomes a Number to his examiners, and any revelation of his identity on this paper is sufficient cause for his disqualification. The examinations are conducted under such a system of Index, Examination and Rating Numbers that the identity of the candidate is entirely concealed at every stage of the examination until the papers are assembled for computation.

In passing, it may be said that one of the chief causes of failure besides absence from examination, a reason little operative with women, is due to inability to show "qualifying experience." It is claimed that in some cases the applicant has had the requisite experience, but does not know how to assemble it in such a manner as to make it appear significant. For this reason the various schools** which train for examinations, also coach upon the proper preparation of the experience paper. This is a more important matter than might at first appear, as it is the only opportunity given the candidate to state fully the qualifications for the position. Carelessly prepared, incomplete or perfunctory general statements are therefore certain to be prejudicial to an adequate rating. On the other hand, exaggerated, misleading or untruthful statements will result in disqualification. It has been the policy of the 1913-17 Commission to give due weight to any allied experience a candidate may present, even if not directly related to the position in question.

EXAMINATIONS†: SCOPE AND QUALITY.

The time elapsing between the period during which applications are filed and the actual examination is not fixed. If the experience paper is

* In applying for application blanks copies of the advertisement and sample questions should always be requested. They will be sent by mail if a self-addressed stamped envelope is enclosed. Such request should be addressed to the Application Bureau, Room 1400, Municipal Building.

** These Civil Service Schools should be carefully investigated by any person who contemplates taking a course in one of them, as they vary greatly in quality and character and the principle of caveat emptor is strictly in force. Standardization and supervisory control over them by some responsible body is greatly needed. In fact, the logical solution of the problems they create would be for the Public School system of the City to take over their functions. There seems to be no valid reason why the grade schools, high schools and colleges which are maintained by public taxation should not directly undertake as a recognized part of their duties the training for the Public Service.

† Examinations are usually held at 54 Lafayette Street in a building owned by the City; or, if small, in the examination room of the Commission on the 14th floor of the Municipal Building. For the very large examinations special arrangements are made.

qualifying, it is rated first, and those candidates who pass are summoned for the Physical Examination. If not qualifying, the experience paper is usually rated last. The physical examination, which is always qualifying, is for the purpose of demonstrating the candidate's physical fitness, and has also reference to the pension which exists in several departments. It usually consists of heart, lungs, blood pressure and eye tests, and examination for flat feet and other defects of the limbs, together with weight lifting. The finger prints of the candidate are also taken at this time, for purposes of identification. Except in examinations for Fire and Police Departments, which are very rigorous, these examinations are not particularly severe, and re-examination after correction of defects is usually allowed, upon presentation of a physician's certificate. The Commission publishes sets of standards for the various types of physical examinations. It should be noted that on this part of the examination no marks are given, except in Police and Fire Department tests, and in examinations for the Prison service which are competitive. In all other cases candidates are merely marked "qualified" or "not qualified."

Candidates who have passed both the experience and physical tests are usually summoned next for the mental examination, frequently called the "duties paper" because it is ordinarily based upon the duties of the position. This written or mental test varies greatly from position to position, not only in extent of knowledge demanded, but also in subjects and sections into which the examination is divided. Certain types of work require an intelligent conception of the duties involved and little more; *e.g.*, such positions are those of Attendants in parks, piers or public baths or places of recreation. It is their function to perform simple custodian duties, and the only knowledge required which may be called technical in any sense, is that of first aid to the injured. Such simple arithmetic as is needed for keeping a daily record and report writing where required, with a description of duties, usually make up the examination. The chief point to be determined is the applicant's good sense and probable readiness in emergency. Here the largest relative weight is placed on "duties," to which 6 to 8 out of 10 points would be given.

"Duties," however, generally carries a wider significance. Applicants for the higher grade positions are examined on the technical side of their work as well as the actual duties involved in their positions. Candidates for some of these positions must show knowledge of State laws, city ordinances, the Penal Code and so on. This is true of Probation and Attendance Officers, Institutional Inspectors, Social Investigators, Fire and Tenement Inspectors, Municipal Examiners, and others. Sometimes the term "general paper" is used to cover knowledge of both types referred to.

In the engineering group, on the other hand, a highly specialized technical paper replaces the duties, in order to test in detail the candidate's technical knowledge of the subject. A mark of 75 per cent. is required on such purely technical papers. In an increasing number of cases a Practical Test is also added, where a practical demonstration of the candidate's ability to do the work required is desirable. Such tests are given in the examinations for Playground and Gymnasium Instructors, for Gardeners, for Bookbinders, and quite recently, in the examinations for Psychologist, Psychiatrist and Field Nurse. In the latter instance the practical test included the handling of patients in emergencies and demonstrations of methods, as well as questions to bring out the grasp of problems and intelligence in dealing with them.

Finally in certain selected positions where the personality of the

incumbent is an important element in his success, an Oral Examination is held to which only candidates who have passed all the previous tests are called. Such positions are those of Social Investigator, Institutional Inspector, Probation Officer and Civil Service Examiner. In fact, the oral examination is becoming more and more an essential part of the tests for all the higher grade positions. The objection to the oral examination has been made that it enables the examiners, who have come into personal touch with the candidates, to mark them up or down and so determine their places upon the list. But as the experts chosen to conduct such oral examinations are invariably of the highest type, and as the ratings of the candidates prepared by other examiners on the previous parts of the examination are never before them, such criticisms would not seem to be justified by the facts.

For positions of an administrative character, the examinations naturally differ in type. During the 1913–17 administration the Non-Assembled test was developed to fill positions of this kind. In these cases the residence requirement is usually waived in order to attract leading specialists to the service. Candidates are required to submit a thesis of considerable length upon some subject designated by the Commission, in lieu of the mental examination, in addition to an experience paper of a very severe and searching character, upon which high entrance requirements are placed. Frequently copies of published works are demanded as part of this experience paper. An oral examination is always held and this too is very searching. In the recent examination for a Medical Consultant for the Law Department, for example, where the officer must represent the department in court, the oral examination included an actual cross-examination of the candidate by legal experts such as the duties of the position would demand. These oral examinations are so framed as to test the independent preparation of the thesis by requiring the candidate to defend points made therein, or by other similar devices.

A rating key is prepared for every subject with weights and deductions carefully apportioned, which is drawn up by the examiners assigned to the particular paper, usually in consultation with the examiner who prepared the questions. It should be noted that every part of the examination is rated separately by at least two examiners who work independently of one another and who must come within 10 per cent. of each other in their marks. Cases of disagreement which cannot be adjusted are referred to the chief examiner for settlement.

As to quality and standards of examinations in general, the verdict must be favorable as far as the lay mind may judge. While it was not possible to follow any papers for a given position in series through a number of years and so make accurate comparative study, the impression was gained that the standard had improved very greatly in recent years. The present examinations differ from former ones in the following respects: (1) Experience, which is now an important, though not all-determining point, was of relatively small weight or omitted entirely in former tests; (2) The selection of exempt examiners for examinations along specialized lines, once largely a matter of personal preference and friendship, is now made with regard to the highest possible standards; (3) The oral examination testing suitable personality is now eliminated in practically every case; (4) Finally, in setting examinations the Commission has refused to permit itself to be bound within hampering limits, where formerly subjects and weights once set by a group of examiners remained fixed, despite changing conditions.

ELIGIBLE LIST.

When the rating of the different tests that make up an examination is completed, the papers are renumbered and sent to the Computing Room. Here for the first time since the application was filed, the candidate's name is attached to his papers, and his final average for all parts of the examination is computed and entered upon a card and recorded upon a schedule sheet. From these cards the Eligible List is made up, *i.e.* the list of names of successful candidates arranged in the order of their grades, which are worked out in decimals to hundredths. Where two or more candidates have the same average the names are arranged on the list in the order in which the applications were filed. The list next goes to the Bureau of Investigations, where the records of the first ten on the list, or as many as may be needed for immediate certification are investigated and every statement made on the experience paper carefully checked up. If discrepancies occur, which cannot be explained after a hearing, the candidate is marked "not qualified." Finally the completed list goes to the Commission and is formally promulgated by them and forwarded to the Certification Bureau.

Where the list is short it may be established soon after the examination. Where many hundreds of persons compete (see Table VI) the preparation of the list may require a number of months, depending on the size and importance of the examination. Up to the point of computation there has been no distinction between men and women, provided the examination was open to both sexes. When, however, the list is prepared by the Computing Clerk, it is generally arranged as a Male and Female List and in this form passes to the Certification Clerk, where the names are placed upon a set of books for the Permanent Eligible List. In the majority of cases, therefore, separate lists are made for the names of men and women. This is what is commonly called the Double List, which will be discussed later (see page 69 ff).

CERTIFICATION.

In the event of vacancies in any department the head of the bureau or division affected makes requisition upon the Certification Bureau for the names of persons eligible to the position. According to the Civil Service law, the choice of candidates is not confined to the name which heads the list, but may be made from the three highest, the theory justifying this being that personality cannot always be properly tested even by the wisest examiners, and that in cases where superior and employe are thrown into intimate relations personality is a matter of vital importance. However, since 1911, by executive order of the Mayor, the heads of all departments under his jurisdiction are required to take the first name on the list as Certified, unless the consent of the Mayor to pass it over is obtained. With the increasing weight of the experience paper and the eliminating oral test, the probabilities of the first names not being suitable grow less and less.

If more than one vacancy is to be filled the list certified is supplemented to the proper length. When a name is certified for appointment the candidate is given four days in which to accept or decline. He may decline by reason of insufficient salary, residence or "temporary inability," due to absence from the city, illness or present employment, in which case satisfactory evidence must be presented to the Commission before the declination is approved. Under these circumstances the candidate may retain his place on the Eligible List for future certification. If,

however, he declines without excuse or fails to respond, his name is removed from the list.

APPOINTMENT.

When his name is reached the candidate who has survived the various processes above described is duly certified and appointed, but such appointment is subject to a probationary period of three months. Properly interpreted and used, this probation becomes in effect an oral examination of three months' duration in which the appointee is tried out in the actual work of the position. In case of incompetency or other cause for dissatisfaction, the power of summary dismissal, which has been upheld by the courts, is given the appointing officer at the end of the probationary period. Few persons, however, who have gone through the sifting process described have been found ineligible for permanent appointment.

IV. Desirable Positions Held by Women in the City Service.

A complete census of the employment of women in the service of the City of New York at the end of 1917 is given in Table I. A nearer view of some of these positions now becomes appropriate, which will include discussion of the training and qualifications required, duties involved in the positions, and compensation received by the incumbents. This section should also be read in connection with Table VII, which recapitulates the total number of women holding positions in 1917 and shows the salary range for each, maximum and minimum salaries, average salary, and the number compensated both above and below the average. For purposes of discussion the positions will be divided into the following heads:

(1) Positions of inspectional and investigational character.
(2) Positions in the social service field.
(3) Positions professional and scientific.
(4) Positions in institutions.
(5) Positions in the clerical group.
(6) Unusual positions held by women.
(7) Women who have achieved notable success.
(8) The trend of women's ambitions.

POSITIONS OF INSPECTIONAL OR INVESTIGATIONAL CHARACTER.

This group contains types of work of unusual interest, and, although the specific duties involved in the different positions vary in nature, their general character is sufficiently alike for them to be classed together.

MEDICAL INSPECTOR.

The first women in investigational work of any sort in the city service were *medical inspectors*. In 1896, Dr. Ethel Brown was appointed Mercantile Inspector for the Department of Health. In March, 1897, Medical School Inspection was begun and seven women were appointed as Medical Inspectors at the rate of $30 per month. In 1902 the number had increased to 16, and at the present time there are 23.

A Medical Inspector, as the name implies, must be a graduate of a medical college. An interneship of one year in a hospital is also required. These inspectors are detailed to any sort of work which the Department of Health deems proper. A large number are engaged in the inspection of school children. Others are assigned to the inspection of homes of women who have applied to the Department for permits to board babies and young children. An important part of their work is the inspection of the home, sanitary conditions, and outfit of licensed midwives, together with the reporting of infringements of the law. Some of the force are called upon to perform duties as visiting staff at the Baby Health Stations. Women medical inspectors also do vaccinations and make physical examinations for employment inspectors. A few are working very successfully in the Department of Health Laboratories, but in the main their work is connected with the Bureaus of Child Hygiene and Preventable Diseases of the Health Department.

According to the supervising officers there has been a marked tendency on the part of women medical inspectors to seek assignment to institutional inspection or to Baby Health Stations, and to avoid school work, possibly because of the more varied character of the former types of inspections. The number of women medical inspectors has not grown greatly in the past few years. There does not seem to be any clear reason for this, as the position is fairly well compensated and brings the person holding it into connection with the medical and hospital world in a way which should mean advancement in experience and training. The salary paid, $1,200 to $1,500, compares more than favorably with the rewards of private practice in the first few years of a physician's career.

A questionaire sent out by the Intercollegiate Bureau of Occupations in 1914, revealed the fact that many women physicians in New York City and elsewhere are not able to support themselves during the first three to five years of practice, independent means being therefor a necessity. Medical inspection work leaves a considerable portion of time free for private practice or hospital work, and for this reason offers advantages to any woman with a medical course not far in the background. Moreover, experience as a medical inspector is a good stepping-stone to positions of responsibility in public health work.

The Standard Specifications recommend the following salaries and lines of advancement for this and the closely allied positions of the physician group:

Grade 3.	Physician (Field)—full time service without maintenance	$2,100 to $2,760
	Part time, averaging not less than 24 hours per week	1,380 to 1,500
	Part time, averaging not less than 18 hours per week	1,140 to 1,380
Grade 4.	Senior Physician (Field)—full time	3,000 to 3,480
	Part time, averaging not less than 18 hours per week	1,620 to 2,100
Grade 5.	Chief Physician (Field)—requiring a high degree of administrative and technical ability in the supervision of specialized health work—full time	3,780 to 4,680
	Part time, averaging not less than 18 hours per week	2,280 to 2,700

Comparison with Table V shows that no women medical inspectors were appointed between 1914 and 1917. The last examination held for the position was on July 10, 1915, and the present list dates from September 2, 1916. There were three women on the list of 77 names. Two of these were appointed Medical Inspectors during 1917, and the third declined appointment.

FOOD INSPECTOR.

A field into which one would expect that women would naturally be attracted is that of the investigation of the sources and purity of food and milk. Here if anywhere, their housekeeping qualities and their home economics training would have ample play and justification; but as a matter of fact up to 1916 we find only three women* doing this kind of work. Two of them are engaged in making routine inspections of wholesale and retail establishments handling food, food factories and manufacturing plants. They render reports of conditions found to the Bureau of Food and Drugs. In connection with complaints, they must from time to time appear in court and present testimony against those who have violated the law. The other woman inspector in the Research Laboratory of the Department of Health has as her duties the investigating of foods upon the market and the bringing in of samples of foods decayed or otherwise unfit for consumption to the laboratories, where they are submitted to careful analyses.

Health Department officials regard the hotel and restaurant inspection as the special field in which women inspectors are most valuable and successful. They consider them to be more useful in the corrective and educational phases than in the police part of the work, much of which calls for considerable physical strength and requires the presence of the inspector late at night at the piers and terminals. An impression exists which seems to have some foundation that there has been, at least in the past, a departmental prejudice against women in this position, a matter which will be treated later under the section dealing with the question of discriminations.

The present salary is $1,200. The standard recommendations for this position are as follows: it is to be grouped with inspectors of sanitation, milk and drugs, under the general group title of Health Inspector with the following salaries and grades:

Grade I.	Health Inspector	$1,200 to $1,500
Grade II.	Senior Health Inspector	1,620 to 1,920
Grade III.	Chief Health Inspector	2,100 to 2,700

It is proposed that an advance from these grades shall be made through the proper steps of progression or competitive examination to Assistant Health Director, a position involving specialized knowledge of public health work, to carry the salary of $2,940 to $3,420; while the highest title in the group will be known as Health Director, a title to apply alike to the Bureaus of Food and Drugs inspection, Sanitary Inspection, Preventable Diseases, and Child Hygiene. Compensation in these positions is placed at from $5,100 to $5,940.

An examination for Inspector of Foods and Milk has been held quite recently. Though widely advertised the applications numbered but 255 of whom 230 were men and 25 women. The following quotation from the advertisement will give an idea of the training required: "Candidates must have had experience in the handling or manufacturing of

* Two women have recently been appointed, one in 1916 and one in 1917, from the newly established list.

food products or in a chemical or biological laboratory, or equivalent experience." It will be seen from this that considerable latitude was allowed. The examination was a particularly interesting one, because the "duties" paper was divided into two parts. Part 1 consisted of the principles of sanitation and of food production and storage. Part 2 consisted of practical problems in connection with the inspection of food. The eligible list, which was established March 26, 1917, contained the names of 49 men and 2 women one of whom has already been appointed. That only two women should have qualified for this position is certainly disappointing, but it is safe to assert that it will more and more attract those who have specialized in the domestic sciences in their college courses or who have performed work of an investigational character in connection with food.

Women who are doing this work regard training in sanitation, with business experience in handling foods as invaluable preparation. Such personal qualities as decision, tact and poise are essential in the successful Food Inspector. The closely allied fields of Health Inspection, *i.e.*, drugs, food, milk and sanitation, offer decided possibilities for women of this type.

TENEMENT INSPECTOR.

Another type of inspectional work in which women have been engaged for a number of years is that connected with the Tenement House Department. Women entered this work fairly early. Ten were appointed in 1902 at the then rather unusual salary of $1,200, of whom 3 still remain in the service. In 1903, 7 more were added, of whom 4 have remained, and in 1905, 1. The total to-day is 9.

The requirements for this position include an accurate knowledge of the Tenement House Law, the Building Code, the Plumbing Rules and Regulations, and the Sanitary Code. At least one year's experience in inspectional or investigational work in connection with the office of an architect, an engineer in one of the building trades, or in real estate management, is essential. Candidates should also be able to read plans and prepare reports. Considerable maturity of judgment is needed to detect violations and to make recommendations for compliance with the law. From time to time court testimony has been required, and it has been assumed that this explained why women have not been attracted to the position in larger numbers. After the primary inspection has been made and a report on the same referred to those in authority, a re-inspection must be made to see that dangerous conditions have been removed and alterations made according to recommendations.

The Tenement House Department is feeling more and more the educational or propaganda side of its functions, and this should be of peculiar interest to women. In 1914 a woman inspector was detailed to the special work of instructing tenants, and two others have since been added. This work is under the direct supervision of the Deputy Commissioner.

In future separate examinations will probably be held for Tenement and Sanitary Inspector instead of establishing a single list from which appointments could be made to both types of positions, as in the past. The last list was promulgated May 30, 1915. The list was a long one, containing 542 names, of whom 7 were women. Of these, 47 men and 2 women were appointed.*

* An examination for this position was held June 21, 1917, which resulted in a list containing 209 names, among whom only 4 were women, a disappointing total which is somewhat compensated for by the fact that only 6 women applied. This is the more surprising in view of the liberal experience requirements.

The salary range recommended by the Bureau of Standards is $1,200 to $1,500. Under the standard specifications the position is to be classified in the group known as Building Inspectors, which group includes Fire Inspectors also.

Grade I. Building Inspector.....$1,200 to $1,500

Grade II. Senior Inspector of Buildings.....$1,620 to $1,920

The duties involved in this grade include the supervision of Inspectors or the independent performance of the most difficult and responsible technical inspections.

Grade III. Chief Building Inspector.....$2,100 to $2,940

This involves the responsibility for the supervision of all inspectional work in the largest units of the Tenement House Department.

Chances for women with suitable training to be appointed to this position would seem to be good. The new Tenement Law recently passed has enlarged the scope of the department to a considerable degree and the present inspectional force is inadequate to perform the work. The head of the department has in the past asked for a larger staff. There seems to be no prejudice against women in this work and it should attract those of a higher order of ability, particularly on its educational side. Those engaged in it admit its strenuous physical character, but testify to its healthfulness.

INSPECTOR OF FIRE PREVENTION.

Perhaps no position in the city service of late years has attracted as widespread attention as that of Inspector in the Bureau of Fire Prevention, which is also included in the Inspector of Buildings group. The first list to be established, which was promulgated on April 16, 1913, contained the names of 154 men and 27 women. Four women have subsequently been appointed. A clear case of sex discrimination occurred in connection with the first examination, which will be discussed later.

Since 1916, two women* have been performing the duties of Fire Inspector. The requirements for this position are technical in character. The advertisement for the second examination required that applicants must have had experience in building construction, architectural work, or engineering, and must be conversant with the provisions of the Building Code, the City Charter, the Tenement House Law and the Labor Law. Inspectors must investigate and make recommendations as to means and adequacy of exits, fire protection equipment (including fire protective hydraulic equipment) and general fire prevention, *i.e.*, the removal of causes of fire.

Not unnaturally the establishment of such highly technical requirements served to lessen materially the number of women applicants for this position. The list which was established October 3, 1916, contained the names of 115 men and but one woman, who has since declined appointment.

The indoor work to which Inspectors are occasionally assigned is no less important than the field work. They are given an opportunity to examine reports as to the reasonableness and legality of recommendations made; to handle departmental correspondence, and to obtain through routine office work a broader knowledge of the activities carried on by the various divisions of the Bureau.

This statement covers the general description of the work to which

* One of these resigned in 1917 to become an Institutional Inspector in the Department of Charities.

both men and women are assigned. To the women, however, has been given an opportunity to specialize along lines particularly attractive to them. They have been assigned in the main, though not exclusively, to buildings where the life hazard is paramount—examples of which are day nurseries, charitable institutions, schools, hospitals and sanitoria. The women engaged in fire prevention work believe it to be a calling not only in which knowledge and training of a specialized nature may be used to good advantage, but also one of great humanitarian value. The necessity for tact, judgment and personality in this work cannot be overestimated, as the opinion of the public is often based on the way in which a complaint has been handled or the impression made by an Inspector.

Recommendations for the grading of this position are similar to those for Inspectors of Tenements, with which it is closely allied.

Grade I.	Building Inspector, Fire Prevention	$1,200 to $1,500
Grade II.	Senior Building Inspector, Fire Prevention	1,620 to 1,920
Grade III.	Chief Building Inspector, Fire Prevention	2,100 to 2,700
Grade IV.	Assistant Chief	3,180 to 3,660
Grade V.	Chief of the Bureau of Fire Prevention	4,560 to 5,280

INSPECTOR OF WEIGHTS AND MEASURES.

The duties of an Inspector of Weights and Measures, as stated by the Bureau of Standards, are as follows: to inspect, to seal, or to condemn and destroy, scales, weights, measures and packages; to examine scales, weights and measures in mechanical stations; to improve and serialize types of instruments which may be sold in the City of New York. There are at present 5 women employed under this title, one of whom holds an exempt position as Confidential Inspector.

That this position, novel as it is for women, has been attractive to them for some years is obvious from a review of past examinations. On a list of June 22, 1911, the names of 27 women appeared with those of 355 men. Seventeen men were appointed and 3 women, obviously a large proportion of the latter. On the list of October 11, 1915, still in existence, 4 women appeared in a total of 34, one of whom was appointed September 22, 1917. The women in the department have been particularly valuable in quasi-detective work in checking up short weights and short measures under the Net Weight Law and in similar inspections involving dishonest selling. Here their housekeeping experience has been exceedingly useful.

The specialized training for this position is of such a nature that it is perhaps strange to find that the number of women who have desired to perform this type of work is as large as it is. Some knowledge of physics and the mechanics of scales is required. Mechanical work in the service of manufacturers of scales would be a logical preparation. According to the advertisement, candidates must have had practical experience in the manufacture or sale of scales, weights and measures for commercial purposes, or in business positions requiring an intimate knowledge of such devices. They must also be familiar with the various laws and ordinances relating to the Bureau of Weights and Measures. The examination included a practical test of the candidate's knowledge of the mechanism, condition and use of the various machines, etc., employed in weighing and measuring.

It is proposed by the standard specifications that this position be divided into two grades.

Grade I. Inspector of Weights and Measures....$1,200 to $1,500

Grade II. Senior Inspector of Weights and Measures. 1,620 to 1,920

This position involves supervision over all field inspections.

Senior Inspector of Weights and Measures, Mechanical..... 1,920 to 2,460

This position requires in addition specialized scientific knowledge to enable the Inspector to take charge of mechanical stations.

INSPECTOR OF LICENSES.

A position of similar character toward which women have recently turned their attention is that of Inspector of Licenses. As far back as 1910 women were admitted to examinations for this position. Of a total list of 292 in that year, 12 were women. No appointments were received by them, however, until 1914, when 2 women were appointed. The present list established April 28, 1915, contained the names of 107 men and 17 women one of whom was appointed January 22, 1916. However, the next woman on the list has a higher rating than any of the 8 men who have since been appointed, apparently involving a discrimination to be discussed later.

Inspectors of Licenses have a wide variety of duties. Some of them of a very picturesque character. They must investigate and make reports upon licenses under which employment agencies operate, moving picture theatres, dance halls, and other types of businesses which fall under the jurisdiction of the Department of Licenses. They follow up complaints and violations of the laws and ordinances, and obtain evidence against persons operating without a license. They must also testify at trials, both in court and in the department. There seems to be no logical reason why women should not have conspicuous success in this work, as it is one in which personality is important. Quickness of action, tactfulness in dealing with many types of people, and scrupulous honesty are quite as important as specific training, although investigational and detective work in which women are occupied in growing numbers would also offer preparation.

A knowledge of the Municipal Ordinances, Charter Provisions and Laws relating to the subject is essential, including the Employment Agency Law and the Laws on Dance Halls and Moving Picture Theatres. Investigational experience of any kind would, of course, have special value. The Bureau of Standards' recommendations for the future grading of this position are similar to those for Inspector of Weights and Measures.

Grade I. Inspector of Licenses.....$1,200 to $1,500

Grade II. Senior Inspector of Licenses..... 1,620 to 1,920

The Senior Inspector makes assignments, receives and passes on reports of violations, complaints and the issuing or revoking of licenses.

Grade III. Chief Inspector of Licenses.....$2,100 to $2,700

This position involves the general supervision of the work of a division of the department, including the duty of conducting departmental trials relative to the violations of license regulations.

Inspector of Trade Waste Disposal.
Assistant Municipal Examiner.

Positions of a unique character have recently been created in the Department of Street Cleaning, where a woman is now employed as Inspector of Trade Waste Disposal. Under her are four women Assistant Municipal Examiners who perform the routine work connected with this inspection.

The positions originated through a nicer differentiation of the functions of this department. In past years, disposal of waste material from business houses has been left to a haphazard civic pride, the usual result being the employment of street cleaners to dispose of accumulated waste material, an illegitimate use of the time of these City servants. The present law distinguishes between trade waste material and household refuse, and insists that owners of all business concerns collect and dispose of waste incidental to their business at their own cost. The proper carrying out of the law, however, required thorough canvassing of such establishments, charting the City in its various districts, compiling statistics, and a large amount of additional inspection work.

The department has apparently felt for some time that women possess peculiar qualifications along constructive and housekeeping lines, which ought to be utilized to the public advantage in the work of street cleaning. The trade waste matter seemed to offer an opportunity to try out an experiment in a position requiring a high degree of personal integrity and subject to peculiar possibilities for petty graft. To this end 4 women were appointed from the Civil Service Investigator List, to make the canvass above described. The title assigned to them is Assistant Municipal Examiner, a general title given to persons who perform for the City detailed investigation of any kind. The reason for using this list was that the position was a new one, for which no examination had ever been held and, in consequence, there was no list in existence. Accordingly the Civil Service Investigator List was certified as the nearest appropriate list as provided under the Civil Service Rules.

The supervising position connected with this work is also held by a woman with the title of Inspector of Trade Waste Disposal, a position specially created. To fill it an examination was held, open only to women. Naturally, it attracted considerable newspaper publicity and 48 candidates filed, of whom 5 passed. An inspector was at once appointed at a salary of $1,800.

So much for the advent of women in the Street Cleaning Department. In addition to the canvass mentioned, they are detailed to inspectional work. Their duties include inspection of the condition of the streets, as to cleanliness from dirt, decomposed food and other household refuse. They must report upon the conditions and interview owners of premises in regard to better compliance with the law, and investigate complaints. They are permitted considerable latitude and it is with the consent of the department that they are propagandists of public hygiene. In tenement districts they go into the homes and instruct mothers and children in matters of sanitation. They also secure the co-operation of community centers, settlements, churches and other social agencies in the districts in which their investigations lie. They may be called upon to lecture before organizations. They must also have or develop some knack in the matter of photographing street conditions, as such photo-

graphs are the most telling basis for reports on the conditions found. They thus play the role of educators and social workers.

Much of this work, it should be conceded, is still in prospect rather than in actual progress, as the task of organizing an entirely new field has necessarily occupied the major portion of the time of the inspector and her assistants. But if the value of the work may be judged by the enthusiasm of those engaged in it, it is a field of wide possibilities for women. Here again physical healthfulness is testified to, despite some irregularity in hours, due to the fact that investigations, to be effective, must be conducted when those concerned are off guard. The present salary of the Assistant Municipal Examiners is $1,200.

In the standard specifications this position falls under the Municipal Examiner group for which recommended grades are as follows:

Grade I.	Assistant Municipal Examiner.....	$1,200 to $1,800
Grade II.	Municipal Examiner.....	1,980 to 2,800
Grade III.	Senior Municipal Examiner.....	3,060 to 3,840

The Bureau of Standards names the following as necessary qualifications: an investigative turn of mind, critical ability both analytical and constructive, general education and common sense. Special training could not well be required at present, as the work is in every sense pioneer. The requirements for the position of Inspector of Trade Waste Disposal, as given in the advertisement, were at least three years' experience as an Inspector, Investigator, Examiner or Business Agent, of a large municipality or corporation, or in a similar occupation. It is interesting to know that of the women holding these positions under the original appointments, 3 were college graduates, 2 were law students, 1 a graduate of the School of Philanthropy, and that they offered such comprehensive background of experience as settlement work, secretarial and teaching experience and investigating work for insurance corporations. The position of Civil Service Investigator, for which the Assistant Municipal Examiners were originally examined, was advertised at $1,500.

CIVIL SERVICE EXAMINER.

Civil Service Examiner is not a new field for women, as the first woman so employed was appointed in 1897 at a salary of $1,500. There are at present 4 women examiners on an annual basis, and since 1916, 3 on the per diem basis, whose services are compensated at the rate of $10 and $5 per day when employed. In addition, a woman serves as Assistant Chief Examiner and a Woman Medical Examiner for part time service was appointed in 1916 from a competitive list.

The duties of a Civil Service Examiner are to prepare advertisements and questions for non-technical examinations, and for those of a technical nature in consultation with specially appointed experts, who may also be women. The rating of examinations in experience, duties and oral and practical tests, if the latter enter in, constitute the largest part of the examiner's work. It demands general culture, and an unusually wide range of adaptability and accuracy. The only comparison that may be made between these and other positions in the broader field of women's occupations is that of teaching, though the comparison is really a poor one, inasmuch as the examiner's work may be called teaching with the pedagogy left out. That women have been extremely successful as examiners is clear from the fact that one has had the signal success of rising to the grade of Assistant Chief Examiner with a salary at present of $3,660.

Candidates must be graduates of a university, college, technical or other school of recognized standard, or, in lieu thereof, present proof of

Since 1917, 39 Social Investigators have been employed in the Board of Child Welfare, which has charge of the administration of Widows' Pension Law. These Investigators make the investigations upon which the Board grants allowances to widowed mothers having children under the age of 16 years, in order that such children may be cared for in their homes by their mothers instead of being placed in institutions. A promotion examination for Senior Social Investigator to have supervision of this work has recently been held.

The Bureau of Social Investigation is supervised by a Director and an Assistant Director, the latter a woman having the Civil Service title of Chief Social Investigator at a salary of $2,280. A list for Director of Social Investigations at $4,000 was established August 6, 1915, which contained the names of 2 women. Eight women Social Investigators have been designated as District Superintendents. They exercise immediate supervision of the work of the Social Investigators of their individual districts. A promotion examination has recently been held for Senior Social Investigator in order to bring these advancements under Civil Service control in conformity with established principles of promotion.

In connection with the work of Social Investigation 3 women have been assigned to administrative positions as heads of Bureaus; one of these is the Superintendent of the Children's Clearing Bureau, filled by a Superintendent of Nurses detailed for this work at a salary of $1,800 with maintenance. This Bureau, which has recently been established, is unique among children's agencies. Children who have been accepted as public charges are sent here to be observed, examined and classified with reference to their individual needs before being assigned to the proper institution.

The other two positions are the Superintendents of the Manhattan and Brooklyn offices of the Division of Domestic Relations; in the one case filled by a Senior Social Investigator at $1,800, and in the other, held by a designated Social Investigator, at $1,740, pending the establishment of a promotion list. They have charge of all case work in connection with court actions for abandonment, desertion, non-support and other domestic offenses of similar character. The work was begun in Manhattan by the present Superintendent as a subordinate in the Bureau of Dependent Adults. It represents a field into which women have made their way without any aiding precedent, and involves an interesting specialization and great opportunity for social usefulness.

An examination for Director of the Children's Home Bureau at $4,000 has recently been held, for which there were 41 applicants. The list established December 27, 1917, contained 3 names with a woman in third place. This position involves the supervision of the placement of children in foster homes, with the direction of a large corps of Social Investigators under the immediate supervision of a Chief Social Investitor at $2,280. The entire force of this Bureau is composed of women, with the exception of the present Acting Director.

The success of women in the work of Social Investigation has been so marked that the female list for Social Investigator has of late been used to the exclusion of the male list, while the last two examinations held have been limited to women. An examination for this position has recently been called, applications for which closed on September 14, 1917, with 485 candidates. The last list, established February 9, 1916, contained 161 names. The list is now exhausted.

INSTITUTIONAL INSPECTOR.

Closely related to the work of the Social Investigator is that of Institutional Inspector, which is classified by the Bureau of Standards as Senior Social Investigator, Institutional. The original appropriation for this position provided for the employment of 19 women and 3 men at a salary of $1,500. The position is a new one, limited in its functions exclusively to institutional inspection. The title does not appear on the tabulations contained in this report, as the first list to be established was promulgated January 17, 1917. Because it was a new position carrying a good salary, this examination attracted a large number of candidates, of whom 462 were women and 498 men. Of this number only 25 men and 32 women qualified, a striking indication of the high standard which was set.

In this work, as with the Social Investigators, women have been preferred to men and the female list was speedily exhausted. This list, together with the list for Social Investigator, form the two conspicuous instances where the Double List has worked to the advantage of women. A second examination was at once called, this time open only to women. The new list established July 24, 1917, contained the names of 83 women, out of a total of 509 who applied. Eleven appointments have since been made and there are at present 22 women employed under this title.

The requirements as set forth in the advertisement were: experience of substantial length in inspecting institutions or in other positions which would give an intimate knowledge of institutional management. Candidates are expected to be thoroughly familiar with current practice in construction, equipment, sanitation and physical operation of institutions, and to have a knowledge of approved methods of child caring institutions, reformatories or hospitals. A ready and exact command of English is also required.

The duties of the position cover the inspection of every phase of institutional work, equipment, sanitation, care of inmates and instruction, for all private charitable institutions receiving money from the City of New York. These include child caring institutions, placing out and boarding out agencies, and industrial schools and hospitals. Obviously a high type of ability, specialized training and education are needed for this work, which offers substantial advancement and increased responsibility and usefulness to women having experience in social work. The Bureau of Institutional Inspection is at present supervised by a Director and an Assistant Director, the latter a woman having the Civil Service title of Chief Social Investigator at a salary of $2,280.

The salary recommendations of the Bureau of Standards for this position are:

Grade II.	Senior Social Investigator, Institutional.	$1,500 to $1,920
	With the same line of promotion to	
Grade III.	Chief Social Investigator, Institutional.	2,280 to 2,940
Grade IV.	Director of Institutional Inspection...	3,940 to 4,500

CHARITY APPLICATION INVESTIGATOR.

A position of minor importance in the Department of Charities, which might interest those who intend to become social workers, but who have not as yet the required experience, is that of Charity Application Investigator. The duties required in this position are rather routine in character, consisting of interviewing applicants either for immediate aid or institutional care, treatment and relief. The cases are then taken up

by the Social Investigators for detailed home investigation. Nine women are at present employed in this work, for which the initial salary is $600, and the maximum $900. This position is not in the Social Investigator group, and it does not, therefore, furnish an avenue for advancement by promotion, which must be secured by open competitive examination. The experience gained in the position would, however, undoubtedly have considerable value for one who wished to become a Social Investigator.

PROBATION OFFICER.

Probation Officer is another position of the same general character as that of Social Investigator with what might be called custodial duties added to those of the Investigator. At the end of 1917 there were 38 women Probation Officers in the employ of the City; of these 13 were assigned to the City Magistrates' Courts, 23 to the Children's Court of Greater New York, and 2 to the Court of Special Sessions. There was one Deputy Chief Probation Officer with a salary of $2,000.* To those connected with the Magistrates' Courts are assigned the duties of investigation chiefly of women brought to the inferior courts on charges of drunkenness, vagrancy, prostitution and other similar offenses. Their duties are not, as popularly conceived, confined to girls appearing in the Night Court, as they may also have in their care offenders from the Court of Domestic Relations. They must investigate all the conditions resulting in the delinquency of the persons committed to their care and keep the offenders constantly within the reach of their personal influence and, if possible, friendship. It is usual to require a weekly report from every probationer and as the number of probationers committed to each officer varies from time to time, the duties of the position are often extremely heavy.

The controversy which arose in 1914 as the result of the dismissal of 6 women officers in the Magistrates' Courts should be mentioned, since a number of organizations interested in the welfare of women and girl delinquents felt this to be not only an injustice to the women concerned, but a reactionary social policy. The reason assigned at the time for the dismissal of these women and the increase in the force of the male officers was that the proportion of women to men was already large, considering the very much smaller number of women offenders. That this explanation had a certain justification is indicated by the fact that an examination for Probation Officer, Male, was held on May 28, 1917, thus reversing the situation and solution, which obtained for Social Investigators and Institutional Inspectors. The opposition brought forward facts to show that whatever the relative need of men, the number of women officers was not too large. On the contrary, they asserted that it was not large enough to admit of constructive probationary work. It was claimed that a number of women Probation Officers were handling as many as 100 cases, with the inevitable result of superficial treatment and inferior work.

The situation has not been remedied at the present time, and those informed upon the matter insist that a more generous budget appropriation should be made, and the staff of women officers not only restored to its former size, but considerably enlarged. Fifty Probationers is probably the maximum number one officer can adequately handle.

To those employed in the Children's Court falls the duty of investigating the cases of juvenile delinquents, most of whom are brought into the Courts upon the charge of improper guardianship, and after investi-

* The promotion examination for Deputy Chief Probation Officer, female, has recently been held, in which 7 women Probation Officers were candidates.

gation, connecting the case with such organizations as can provide proper relief. This work is interesting and of a far more hopeful character, because of its constructive nature, than other probation work. Judges uniformly see in these children not criminals, but future citizens whose development the community should watch over with the greatest care. The question of a sufficient number of women officers is of equal importance in the Children's Court with the others cited. The proportion of boys to be placed upon probation to girls is about 12 to 1. This work should prove exceedingly attractive to women interested in the care of children and it is one for which women are peculiarly adapted by nature and training. The salary is also attractive, practically all appointments being made at $1,200. This phase of the work is in fact rapidly becoming a specialized branch of the probationary work, as is shown by the examination for Probation Officer, Children's Court, which has recently been held. About 700 applications were received, and the list established December 15, 1917, contained the names of 46 men and 64 women. Four men and one woman have since been appointed.

The qualifications for these positions as described by the Standard Specifications are: first, a certificate of graduation from a public high school in the State of New York or other training of equivalent value; second, experience in volunteer probation work, teaching in the public schools, related settlement work, visiting for an organized charity, or other charitable or social work of a like character. The proposed recommendations for salaries and grades are:

Grade I. Probation Officer and Parole Officer*..$1,200 to $1,500

Grade II. Senior Probation Officer and Senior Parole Officer..... 1,680 to 2,160
This includes the supervision of Probation Officers or the continuous charge of the most difficult probation work involving the re-establishment of normal family life or other complex problems.

Grade III. Deputy Chief Probation Officer.....$2,340 to $2,820

Grade IV. Chief Probation Officer and Chief Parole Officer..... 3,060 to 4,140
With general supervision and responsibility to judges or magistrates for the entire probation work of a group of courts.

There is no reason why this work should not continue to attract women of ability and large social vision. Certainly the opportunities it affords for constructive service are almost unlimited.

ATTENDANCE OFFICER.

Another closely related position is that of Attendance Officer. In 1917 there were 155 Attendance Officers engaged in the investigation and supervision of truant school children in the Department of Education. Of this number 20 were women, 18 of whom were Attendance Officers and 2 acted as District Supervisors. It is claimed that here, also, there has been some discrimination against women, both in appointment from the Eligible List, and in promotions to supervisory positions. The same argument, used to explain the relatively small number of women to men in probation work, is also brought forward in regard to Attendance work. Girls go to school of their own accord, and boys must be driven, it is

* The Parole Officer has supervision similar to that of the Probation Officer over prisoners who have been released on parole. Three women were appointed in 1917 from the Probation Officer's list to serve as Parole Officers at salaries of $1,200.

claimed. To discuss the question of whether probation and attendance work should be based so narrowly upon the question of sex would be to enter a field not within the province of this study. It may be suggested, however, that to confine the care of boys to men, and girls to women, is often to contradict other social experience. Some young boys respond singularly well to a woman's influence.

The last examination for Attendance Officer was held December 23, 1914, and 73 women attained the Eligible List, 2 of whom were appointed during 1917. The department has recently urged a larger appropriation from the Board of Estimate and Apportionment to expand the staff of Attendance Officers, and it is probable that with sufficient pressure from women candidates, prejudice, if there be any against them, can be broken down.

The duties of the position are to warn parents of the requirements of the compulsory education law, and to prosecute them for its violation. They must also investigate cases of absence from school and return truants to school where possible. They enforce the provisions of the Labor Law in regard to the employment of children, and assist in taking the school census. The qualifications for the position are similar to those for Social Investigator and Probation Officer, with the exception that Attendance Officers must be familiar with the Compulsory Education Law and the Labor Law in regard to the employment of children. Those holding the position at the present time receive from $1,200 to $1,560. The proposed recommendations are as follows:

Grade I.	Attendance Officer	$1,200 to $1,560
Grade II.	Senior Attendance Officer	1,680 to 2,160
Grade III.	Assistant Chief Attendance Officer	2,340 to 2,820
	Whose duties are to conduct hearings for commitment and direct the presentation of court cases.	
Grade IV.	Chief Attendance Officer	$3,060 to $3,540
	With administrative supervision of the work of the three lower grades.	

At the head of the system is the Assistant Director and the Director of School Attendance with salaries of $3,840 to $4,140, and $4,440 to $5,160 respectively. The duties of these positions involve the supervision of the probation work of the lower grades, the enforcement of the Compulsory Education Law, the commitment and parolement of truant and delinquent children, the institution of proceedings against parents and the supervision of the school census.

RECREATIONAL WORKER.

Playground and Gymnasium Instructors.

Another group of workers who may be classed in the Social Service Field are those who have in their charge the recreation of the City's children. Fifty-four women were employed under the title of Playground and Gymnasium Attendant in 1915. Their duties consist in instructing and conducting games for children from 4 to 16 years. They must be able to teach folk dances and give lessons in basket weaving and simple handicrafts. Familiarity with kindergarten and athletic games and activities, and with the principles of first aid is also necessary. From time to time they must arrange public programmes for holidays or special occasions. Each playground has a capacity of from 100 to 400 children, and those who work with them must be able to preserve harmony between the different groups, and find occupation and amusement for all. The

position is one which makes special demand upon personality and character, and requires unusual adaptability. A knowledge of the relief agencies, settlement houses and other community centres within the district, is most important. An understanding of social and economic conditions is also essential if they are to maintain desirable intimate relations with the children. Most of the playgrounds of the city remain open throughout the year, and this means that the worker must possess a strong constitution and be inured to physical hardships. The examination for this position has become much more searching and technical during the last few years. A practical test has also been added, which has proved very successful.

The position should attract those who have had special training in athletics and physical culture, and who combine with love of sports an interest in social problems. The work, however, has suffered from two disadvantages: on the one hand, entirely inadequate salary, and on the other, failure in proper estimation on the part of the community which is further increased by the present misleading and undignified title of "Playground Attendant." The status of this position has been changed a number of times since the organization of the Department of Parks, and all except a small number are at the present time on a per diem basis. They must report for work each day, but the loss of a day, through any cause, even bad weather, is at their own cost. The prevailing rate for women is $3 a day. These workers have an organization among themselves, devoted to the purpose of raising their general status, as well as increasing their salaries and placing them upon an annual basis. Certainly the position would seem to offer few inducements at present as a permanent field for women of the requisite training and broad social outlook. During the summer, however, the force is largely increased by temporary appointments made from the regular list. This offers opportunity for paid service during vacations to college students who have qualified in the regular examination.

As to advancement, 4 women are at present detailed from the regular force to the supervisory work of "Field Staff" with a general oversight of the work of a given group of playgrounds upon which they report. But these assignments, which have been generally filled, by designation rather than by promotion examination, carry with them little if any increase in salary. They do, however, offer the attraction that they supply office work for rainy days.

One woman has been advanced by means of promotion examination to the position of Assistant Supervisor at a salary of $1,140. This position is placed by the Bureau of Standards in the Recreation Instructor group with the following salary recommendations:

Grade I.	Recreation Instructor	$900 to $1,080
Grade II.	Head Recreation Instructor	1,200 to 1,440
Grade III.	Assistant Supervisor of Recreation	1,560 to 1,800
	This requires administrative ability and specialized knowledge in order to assist the supervisor in the origination, organization and administration of recreational activities.	
Grade IV.	Supervisor of Recreation	$2,340 to $3,300
	This includes the responsibility for municipal recreational activities in one or more boroughs.	

A beginning has been made in the budget of 1918 toward placing the workers of this group upon the desired annual basis, which would seem to be essential if suitable applicants are to be attracted to the work.

The qualifications for the Recreational group as recommended by the Bureau of Standards are, a high school diploma, together with a certificate showing the completion of at least one year's course of training at a physical culture or other specialized training school of recognized standard. These qualifications are markedly higher than those demanded for the position in former years, when the City held the same vague standards in Recreational work as those which prevailed in other fields. Undoubtedly the improvements in quality of examinations and the increased demand in the way of training, if adopted, will have a bearing upon the popular esteem for these positions.

A study of recent examinations does not show that women compete for the higher positions in Recreational work. This is somewhat surprising, but is possibly explained by the fact that they feel that a certain amount of injustice has been done them in the lower positions. The nature of the work is, of course, entirely suited to women where the proper training has been acquired.

SCHOOL FARM INSTRUCTOR.

A somewhat similar group of Recreational workers are those who give instruction in gardening in the eight school farms maintained by the Department of Parks. In 1917, 7 women were permanently employed under this title. There were also 12 women engaged in this work upon the per diem basis, and 3 supervisors were permanently employed, under the title of Director of School Farm Gardens, 1 at $1,500 and 2 at $1,000 per year. These School Farm Gardens are to be found in outlying portions of Manhattan and Brooklyn, and in the summer months daily attract between 200 and 300 children each. The children who work in these gardens are recruited from settlements, churches and clubs in their respective neighborhoods, one set being permitted the privilege of the gardens in the morning and another in the afternoon. Each child is assigned his plot and is taught to plant and harvest his own crop.

Of those employed as School Farm Workers, a considerable knowledge of practical agriculture is demanded; also botany, horticulture and domestic science, for in addition to practical gardening, the children receive instruction in canning, pickling, simple cooking and basket making. The nature of the work varies somewhat with the talents of the Attendants and the equipment at their disposal. It was, of course, greatly accelerated during the past summer under the stimulation of war necessity. The gardens are open from April to November. These workers are also on a per diem basis at present with a compensation of $2.50 and $3 a day. Those in Brooklyn, however, are guaranteed 300 working days. Sundays and rainy days again are taken at the worker's expense.

The recommendations of the Standard Specifications for the position are as follows:

Grade I.	Farm Garden Instructor.....	$900 to $1,080
Grade II.	Head Farm Garden Instructor.....	1,200 to 1,440
Grade III.	Supervisor of Farm Gardens.....	1,560 to 1,800

SWIMMING INSTRUCTOR.

A third position in the Recreational Group is that of Swimming Instructor. In 1917 there were 13 women giving instruction to women and girls who frequented public baths, which have swimming pools attached. Three were on a permanent annual basis at $900, and the

remaining 10 were giving part-time service at a monthly compensation of $30. This is seasonal work of a type which should interest college students in the vacation period. The duties of this position are "to give instructions in swimming and life saving and to guard the safety of persons using public baths." The examination in connection with the position consists of a written test and a practical demonstration both of ability to swim and to instruct others. The salary recommendations are: $900 to $1,080, or $3 per diem.

POSITIONS PROFESSIONAL AND SCIENTIFIC.

Another field which should interest college women particularly is that which may be termed "professional" or "scientific." The Standard Specifications include under the professional service the following groups:

Accountant	Forester
Architect	Lawyer
Bacteriologist	Nurse
Chaplain	Pathologist
Chemist and Physicist	Pharmacist
Dentist	Physician
Engineer	Veterinarian

While the number of group titles in this service actually held by women is relatively small in comparison with the list of possible positions, it indicates a line of future development that is full of promise.

PHYSICIAN.

Exclusive of Medical Inspectors, there were at the end of 1917, 23 women physicians in the employ of the City, 10 of whom had been appointed non-competitively, and 13 as a result of examinations. One was holding an institutional position in the Department of Corrections, having medical supervision of the women prisoners in the workhouse; 8 were employed in the Department of Charities, 2 having under their care women inmates of the Municipal Lodging House; 3 were connected with the Children's Hospitals and Schools at Randall's Island. One has an appointment at the Children's Clearing Bureau in the Department of Charities, and another is employed in the Bureau of Institutional Inspection, and one is on the staff of the Metropolitan Hospital. One is an examiner of deficient or atypical children in the Department of Education, and another does similar work in the Children's Court. Eight were occupied on part time in out-patient or dispensary work in connection with Bellevue and Allied Hospitals.

Other positions in the medical field opening up to women are those in connection with the Bureau of Preventable Diseases of the Health Department. Four women hold clinic appointments, one of particular interest being in connection with the recently organized clinic for occupational diseases. The present list for Physician, Clinic, established January 19, 1917, contained the names of 85 men and 5 women. Three women have since been appointed at $300 per year for part time work, and the other two declined appointment.

The salary range of the resident physician is $1,000 to $1,200 with maintenance. Those doing out-patient work on part time basis are compensated at from $300 to $600.

The entering position in this group is that of Hospital Interne, a position which pays at present from $120 to $240 with maintenance. These have in the past been filled non-competitively upon the recommendations of hospital authorities, usually based upon their own examina-

tions. Although the two years of training involved in such Internships is regarded as an integral part of a physician's equipment, it is only within the last ten years that these opportunities have been open to women. The first woman to secure an appointment of this kind with the ambulance experience pertaining to it, was Dr. Emily Dunning in 1902. The opening having been thus made, other women have subsequently been appointed, although the number has remained small. However, the situation created by the war with the call to active service of all available physicians, has produced a great change in this respect, and women physicians are now welcomed to this work. Aside from the training involved, these positions bring with them the opportunity for advancement to House Physician and House Surgeon with the supervisory work, which it includes. The Bureau of Standard's recommendations for the Physician group are as follows:

Grade I.	Medical Interne, with maintenance...	$120 to $240
Grade II.	Assistant Physician, Hospital, with maintenance.....	900 to 1,380
	Employed in tuberculosis or contagious disease work, or in the institutions in the Department of Corrections, with maintenance.....	1,260 to 1,380
	Medical Clerk.....	1,140 to 1,500
Grade III.	Physician, including Alienist, Anaesthetist, Clinic, Diagnostician, Hospital, Laryngologist, Oculist, Roentgenologist and Supervising District Physician.	
	Full time, with maintenance.....	1,500 to 2,280
	Full time, without maintenance.....	2,100 to 2,760
	Part time, not less than 24 hours per week.....	1,380 to 1,500
Grade IV.	Senior Physician, including Alienist, Assistant Registrar, Field, Orthopedist and Assistant Medical Superintendent.	
	Full time, with maintenance.....	2,520 to 3,480
	Full time, without maintenance.....	3,000 to 3,480
	Part time, not less than 18 hours a week.....	1,620 to 2,100
Grade V.	Chief Physician, including Alienist, Diagnostician, Field, Medical Consultant Law Department, Medical Superintendent.	
	Full time, with maintenance.....	3,780 to 4,680
	Part time, not less than 18 hours per week.....	2,280 to 2,700
Grade VI.	Chief Medical Examiner, Director of Psychopathic Service, General Medical Superintendent, Health Director. With maintenance for physicians in hospital or institutional service.	5,100 to 5,940

PSYCHIATRIST.

A specialization which has developed in connection with the Physician group is that of Psychiatrist, or physician for the examination of men-

tally defective children. Work of this kind was begun by the Department of Education for the purpose of passing upon cases of suspected feeblemindedness in order to separate the abnormal from the normal children in the City schools, and to make special provisions for handicapped children. In 1916 two women physicians were carrying on this work at salaries of $1,700 and $1,900.

The first examination to be held under this title resulted in the establishment of a list on March 21, 1917, which contained the names of 4 men and 2 women, one of whom headed the list. There was at that time a call for Psychiatrists as residents, both in the Department of Charities and the Department of Corrections at $1,500, and maintenance, together with a position for Senior Physician, Psychiatrist, at $2,520. The Double List was invoked and the man who stood second on the list was appointed to this latter position. Subsequently the women on the list declined appointment at the lower salary.

There is a distinct line of demarcation between this position, which deals with the mentally defective and that of alienist, which has to do with the mentally diseased. The requirements of the position as set forth in the advertisement are a license to practice medicine in the State of New York and experience in the diagnosis of mental diseases and mental deficiency of such character as would qualify for the work. The title is not included in the Standard Specifications, as the Bureau of Standards has regarded Physician Alienist as a satisfactory designation for both positions. The recommended salaries and grades have been given in the previous section. (See page 38.)

PSYCHOLOGIST.

Another position similar to that just described is that of Psychologist in connection with the Mental Clinic of the Department of Charities. The work consists of giving Binet and other psychological tests to persons suspected of mental deficiency, the interpretation and compilation of the results, and additional Psychological research. Important work is also performed in connection with the Psychopathic Wards of Bellevue Hospital. Atypical children, who come to the hospital clinics are here examined before being sent to the schools on Randall's Island.

The compensation of the present incumbent for 21 hours a week has been $1,000. The requirements of this position, as stated in the Standard Specifications, is not less than two years' training in experimental psychology in a college, university or psychological laboratory of recognized standing. It will be noted that a medical degree is not required, and the position should be attractive for the reason that while giving the incumbent training of unusual value, it also permits her time for research and other study leading to a degree. The entire field of Psychology and Neurology is one which is rapidly opening, and one to which women will be more and more attracted in proportion as their training and experience fits them for it. While a medical degree is not required, it is, of course, obvious that in this as in all other scientific or professional positions, the more specialized the training the more successful the results.

The salary range suggested by the Bureau of Standards for this position is $1,500 to $1,920 for full time and $900 to $1,260 for part time work, averaging not less than 21 hours per week. In regard to the compensation, reference might be made to what has already been said on the subject of Medical Inspector. The position offers a support which is exceedingly difficult to obtain in the first years of private practice. It com-

bines unusual opportunities for intellectual and professional advancement with social usefulness.

FIELD NURSE.

The position of Field Nurse might, with perfect propriety, be included under the previous classification of positions in the social service field, as it is in every sense social work that is done by the Field Nurses of the Department of Health. However, it seems to be more accurately placed in the professional group, where it is classified by the Bureau of Standards.

In New York City the first appearance of Municipal Nurses was in 1902. By 1905 there were 54 women doing this work under the direction of the various divisions of the Department of Health, and in 1917 the number had increased to 594. One group of these Nurses is known as School Nurses, inasmuch as they devote part of their time daily to the examination of school children, for minor ailments and possible contagious diseases. From 1 to 4 schools are visited daily by each Nurse. The rest of their time is spent in visiting homes in the tenement districts, instructing parents in personal and home hygiene, advising them as to proper treatment for their children and visiting clinics with the children after school hours. During the summer recess these Nurses are assigned to the instruction of mothers upon the summer care of babies, each having about 150 children under her care.

Another group under the direction of the Child Hygiene Division are employed in the 59 Baby Health Stations established a few years since by the Department throughout the five boroughs. These Nurses devote their mornings to receiving mothers and babies, giving instruction in the preparation of food formulæ and other matters pertaining to the health of both mothers and children. These Stations are visited by physicians on two days a week and in summer every day, at which time children are submitted to examination and proper treatment is prescribed.

In the afternoon the Nurses visit their clientele and see that the advice given in the Stations is properly carried out. During Baby Week, held in the spring of 1916, these Stations were brought into considerable prominence. A prize had been offered to the best Health Station baby in the City, that is the baby showing the greatest improvement during a period of six months under the City's care. Thousands of babies were brought for examination and the Stations were scenes of lively interest.

Other work detailed to Field Nurses is in connection with the Bureau of Preventable Diseases. This means home supervision of infectious cases in the district assigned and clinic duty in the tuberculosis, anti-rabic and Wasserman clinics. Still another group has charge of the inspection of midwives and of the care of foundlings. As one Nurse puts the matter: "The duties of this position are too numerous to mention."

At the present time the position is not a graded one and the initial salary is $900*. Except in rare cases there has been no advance, regardless of the period of service. The position, as can be seen, is an extremely strenuous one, making severe inroads upon health and vitality. Recently the Nurses have organized for the purpose of self development and of raising their salaries, and have prepared a petition setting forth their objects. In this Bulletin it is claimed that other nurses performing similar duties in the Department of Education, in the State Health Department and very generally throughout hospitals maintaining a Social Service Department, and commercial establishments doing welfare

* The initial salary was placed at $960 January 1, 1918.

work, receive salaries ranging from $10 to $25 a month higher. It is also insisted that a longer vacation period in the summer is given many nurses in private employ. Until recently but two weeks of rest was allowed the School Nurse. An additional week has lately been added, but it is claimed that four weeks is not too long a vacation period, considering the nature of this work.

In conjunction with this statement regarding salaries, the nurses have prepared tables, one of which shows an advance of 55 per cent. in the cost of living since the salary was first fixed in 1902. Another table sets forth what the nurses claim is a necessary budget for the maintenance of health and proper efficiency. This sum totals $1,155.12, and it is pointed out that the average nurse on the present salary must either do without necessary comforts or live in debt; while a third table makes apparent the gradual falling off in the number of candidates for this position. This table shows that 400 persons applied for the position in the year 1907 and but 65 in the year 1915. However, so far as it is of recent origin, much of this falling off can undoubtedly be traced directly to the unprecedented demand for nurses in Europe. The situation has become even more critical in this respect since the entrance of the United States into the war.

Those acquainted with conditions feel that the nurses are entirely justified in demanding this increase, and it is probable that in the near future the Commissioner of the Health Department may decide to press the matter of a larger appropriation. At a recent meeting of the New York City Federation of Women's Clubs, a resolution offered by the Women's Civil Service League was passed, asking that the proper authorities take steps to support nurses who are not seeking an increase in initial salary, but are urging a grading of the position which shall provide a yearly increase of $60 until a maximum of $1,200 is reached. Dr. Josephine Baker, of the Division of Child Hygiene, who supports the nurses in their cause, inclines to a minimum of $1,000, with a yearly increase to $1,200.

The work performed by these nurses speaks for itself in interest and usefulness to the community. It is more varied than bedside nursing and to a person more interested in social service than in professional problems, the work should prove attractive. Little chance is given for bedside nursing; indeed, some of those answering the questionaire made the statement that much of the training received in the hospitals was forgotten during the period of field work. This explains the feeling revealed by many nurses that experience as a Field Nurse for the City would not prove an asset in securing work in the outside world, unless it were of a similar type with a social service organization. On the other hand, Field Nurses from New York City are frequently called to supervisory positions in public health work elsewhere.

In charge of the work of the Field Nurses there were in December, 1917, 37 Supervising Nurses, who received $1,140, which was increased to $1,200, January 1, 1918. Their duties include the supervision of the field work of a group of nurses, the instructing and teaching of all new nurses and the holding of weekly meetings with the staff. The executive supervision of the entire group is exercised by two Superintendents of Nurses, one in the Division of Child Hygiene and the other in the Bureau of Preventable Diseases, who are assisted by two Assistant Superintendents. Their duties are to maintain proper discipline of the supervising and Field Nursing staff. They are responsible for the technique of the work, including the carrying out of all professional orders.

The salaries paid are from $1,560 for Assistant Superintendents to $1,800 for Superintendents.

The present incumbents of all these supervisory positions have been detailed to the work, but in the future these positions will be filled through promotion lists. There does not seem to be any valid reason why they should not be subject to the promotion system and an examination for this purpose has recently been held.

Still another specialized field is that of the Social Service Nurse in connection with the various City hospitals. Their work is directly connected with the convalescent relief through follow-up work, in order to see that proper home conditions are maintained to complete the cure and prevent the recurrence of the complaint by removing the cause as far as possible. In 1917 there were 24 such nurses in Bellevue and Allied Hospitals at $900 to $960 under a director, who received $1,320.

The specifications of the Bureau of Standards for these positions provide for:

Grade I.	Field Nurse	$960 to $1,140
Grade II.	Senior Field Nurse	1,200 to 1,440
Grade III.	Assistant Director of Field Nurses	1,560 to 1,680
Grade IV.	Director of Field Nurses	1,800 to 2,160

NURSE'S ASSISTANT.

A minor position in this connection is that of Nurse's Assistant, in which 59 women were employed in 1917 attached to the Baby Health Stations. Their duties include the care of the Station and the general duties of assisting the nurse in charge with the records and with the handling of the mothers and children who come. Frequently they are sent out to investigate home conditions and the reasons for failures in reporting at the Health Stations. In a number of instances these positions have proved a stepping-stone to other phases of social work. The salary range at present is $420 to $510, and the recommended rates are $420 to $540.

INSTITUTIONAL NURSES.

Hospital Nurses.

Besides the Public Health Nurses, whose work has become specialized as an independent branch of the nursing profession, in 1917 the City employed 703 trained nurses and 528 pupil nurses in the various hospitals of the Departments of Charities and Health, Bellevue and Allied Hospitals. Appointments for these positions are non-competitive, and pupil nurses received $96 with maintenance, while trained nurses begin at $600 with maintenance, with the possibility of advancement to the position of Charge Nurse and Supervising Nurse having the supervision of an entire ward or hospital floor or other assignment carrying increased responsibility. The present salary range for these positions is from $780 to $1,200. The General Superintendent, 12 Superintendents, and 20 Assistant Superintendents of the training schools for nurses, represent the highest grade in this work. These positions have all been in the exempt class in the past, but the Standard Specifications recommend that their status be changed and that future vacancies for these positions be filled by competitive examination. The salary recommendations of the Bureau of Standards are as follows:

Grade I.	Nurse with maintenance	$600 to $720
Grade II.	Chief Nurse with maintenance	780 to 1,200

An initial salary of $660 for Nurses and of $840 for

Grade II. (Cont.) Chief Nurses is recommended for those employed continuously in tuberculosis, Psychopathic or Alcoholic wards.

Chief Nurses engaged in the instructing of pupil nurses are placed at $900 to $1,200.

Grade III. Assistant Superintendent of Nurses with maintenance.....$1,320 to $1,560

This involves the subordinate vision of the entire nursing staff.

Grade IV. Superintendent of Nurses, with maintenance.....$1,680 to $1,980

This position requires a high degree of nursing and executive ability with the responsibility for the direction of a training school for nurses and the supervision of the nursing staff of a large hospital.

Grade V. General Superintendent of Nurses, with maintenance.....$2,160 to $3,060

General Superintendent has charge of a group or department of hospitals.

The responsibility which these supervisory positions demand is obvious. In the executive ability required they may be compared with that of a dean of a college. Although, as has been stated, these positions have nearly always been filled by direct appointment, such designations have almost invariably been based upon long experience in the nursing profession and demonstrated administrative power.

The most important of these positions is that of the General Superintendent of Nurses in Bellevue and Allied Hospitals, who has charge of the entire nursing staff of the Bellevue system and receives $2,160 and maintenance. The Superintendents of Nurses of the Metropolitan Hospital and of Kings County Hospital also have extensive responsibility. The appointment of a woman as Superintendent of the Neponsit Beach Hospital, August 24, 1915, was made competitively. At present the City employs under exempt appointment one General Superintendent of Nurses, 11 Superintendents of Nurses, and 20 Assistant Superintendents of Nurses, and one Superintendent of Nurses appointed from a competitive list.

BACTERIOLOGIST.

Recent vocational studies have brought before public notice exceedingly interesting work performed by Bacteriologists in the various Laboratories of the Department of Health in which women made their way as early as 1896. At the end of 1917 there were 13 women employed in the Bacteriological and Research Laboratories at salaries ranging from $1,200 to $1,800, while 2 women held responsible positions as Assistant Directors of the Bacteriological Laboratory.

The duties involved in these positions are the making of bacteriological examinations of milk, water and specimens of foods and drugs, and the conducting of various research studies to discover causes of disease. Bacteriologists must observe cholera, anthrax and other bacteria, and prepare toxins and vaccines and make disinfection tests. Experiments of interest and great importance were those conducted by them in connection with the recent outbreak of infantile paralysis. Some of these workers have also been doing valuable research work regarding the spread of disease through such media as soda water and public drinking glasses and the common use of the cigar clipper. The

training for Bacteriologists in the past has not included a medical degree but it is coming to be regarded, if not as essential at least as most important, for success, and it is interesting to note that the Bureau of Standards recommends such a requirement. Evidence must of course be shown of standard courses in bacteriology, biology, and allied sciences. The field is one to which women have proved especially well adapted and their work has met with marked success. The Standard Specifications propose to divide this group of positions as follows:

Grade I. Assistant Bacteriologist.....$1,500 to $2,100
For full time work.
For part-time work, averaging not less than 28 hours per week.....$1,200 to $1,800
It should be noted that this proposed minimum is $300 in excess of the amount received at the present time by four of those so engaged. In view of the responsibility and valuable character of the work, no argument need be advanced in support of this recommendation, particularly if the suggestion is adopted in regard to requiring a medical degree.

Grade II. Senior Bacteriologist.....$2,280 to $3,180

Grade III. Bacteriologist..... 3,500 to 4,800
This classification is intended to include all who are acting in the capacity of Assistant Director at present.

Grade IV. Director of Health Laboratories.....$5,100 to $5,940

MINOR POSITIONS.

Laboratory Assistant.

Laboratory Apprentice.

Minor positions in connection with the various laboratories, which for a number of years have been interesting both to college students and to high-school graduates who have devoted a considerable part of their time to science, are those of Laboratory Assistant and Laboratory Apprentice, in which at present 52 women are employed. It is customary for a young worker to enter the laboratory as a volunteer and spend several months of her time in acquiring familiarity with the technique and then to be appointed when a vacancy occurs, as a Laboratory Apprentice. These are non-competitive positions with salaries ranging from $360 to $600. As soon as a competitive examination for Laboratory Assistant is called, they may qualify for the next higher position. These examinations occur with considerable frequency; it is customary to certify a single list and no discrimination in appointments has been observed. It is interesting to note, however, that the grades of the young women often run considerably higher than those of the young men engaged in this work.

The work of Laboratory Assistant in the past has proved an immediate stepping stone to that of Bacteriologist, though this may not be true in the future if a medical degree is required. In any case the experience is invaluable and should combine, for those to whom self support is necessary during the period of preparation for a career, the advantage of training received at the same time that funds may be gathered for future expenses. These workers begin at $720 and a gradual advance to $1,200 is recommended.

In the discussion on women chemists, in a later section (see Page 103), mention is made of a certain prejudice against women attempting

this class of work. It is true that in the past it has been difficult for them to acquire experience in chemical laboratories. It seems probable, however, that this prejudice will pass and that young women will eventually be appointed to these positions also, as freely as young men.

POSITIONS IN INSTITUTIONS.

The Institutional Group is naturally a very important one numerically, but a large number of the positions included are of a low grade. A few, however, are attractive to the trained woman.

SUPERINTENDENT.

In 1917 there were 34 women employed under the title of Superintendent. Of these, 33 were Superintendents and Assistant Superintendents of Nurses' Training Schools, whose positions have already been described under the professional group (see Pages 42-43). The remaining position is that of Superintendent of Women Prisoners in the Workhouse under the Department of Corrections, to be referred to in detail later under the heading "Women in Unusual Positions" (see Page 60). All these positions require a high degree of administrative ability and offer extensive opportunities for social usefulness. The present salary range is from $1,200 to $2,160 with maintenance, with recommended rates as indicated under the various sections designated.

DIETITIAN.

A field in which women have been established for some time is that of Domestic Science or Household Economy. The standards for this work in the past were vague, but considerable training is now required of those who would enter it with success. Practically all dietitians at the present time throughout the various hospitals maintained by the Departments of Health, Charities and the Bellevue system, are women. In the larger hospitals a Head Dietitian and one or more Assistant Dietitians are to be found, with compensation ranging from $1,500 down to $600 with maintenance. These positions involve a certain amount of supervision in the purchasing of supplies in accordance with budget provisions, prepared from basic dietaries, and the management and preparation, with proper assistance, of the diets in some cases of several thousand patients and other inmates. In the Charities Department, where these positions have been in the non-competitive class, a system of pupil dietitians is maintained with advancement to Assistant Dietitian and Dietitian as vacancies arise.

A diploma or certificate showing that at least one year has been completed in a standard course of domestic science instruction, which will include courses in physiological chemistry and dietetics, or the equivalent, is required of those who would enter examinations for this position. Facility in handling large numbers of employes is also advantageous. As will be seen from Table II, appointments to this position have been made both competitively and non-competitively. In 1917, 14 women held non-competitive positions as Dietitian, but the two most recent appointments were made through competitive examination at a salary of $1,020. There are also 9 Pupil Dietitians appointed non-competitively in the Charities Department.

The Bureau of Standards recommends the following salaries and grades:

Grade I. Pupil Dietitian, with maintenance.... $120

Grade II.	Dietitian, with maintenance	$720 to $900
Grade III.	Head Dietitian, with maintenance	1,020 to 1,380
Grade IV.	Departmental Dietitian, with maintenance	1,800 to 2,820

This position requires a very specialized knowledge of dietetics and the ability to direct dietetic work for a group of hospitals or institutions in a city department.

An examination for Department Dietitian was held in 1915, which resulted in a list established October 25, 1915, containing 4 names, 3 of whom were women. The man who headed the list was at once appointed as Departmental Dietitian for the Department of Corrections, at a salary of $2,400.

MINOR INSTITUTIONAL POSITIONS.

A large number of minor institutional positions at small salaries are held by women, practically all of which are in the non-competitive class. These include 14 orderlies employed in 1917 in the hospitals, city homes and prisons. There were also 1,312 women with the title of Hospital Helper, who performed miscellaneous manual work of a minor kind in these institutions, such as cleaners, pantry and kitchen helpers, chamber maids, etc. There were also 43 women employed as cooks and 305 domestics, 2 housekeepers, 12 laundresses, 19 seamstresses, 1 tailor and 1 waitress*, whose duties are apparent from their titles. There is a great variation in the compensation for these positions, which range from $120 a year with maintenance, to $660, also with maintenance.

POLICE AND CORRECTION MATRONS.

In this connection another somewhat related group of employes should be mentioned, namely the Police and Correction Matrons who perform custodial duties in connection with the detention of women prisoners pending trial and after their conviction. Table II shows that in 1917 there were 47 Police Matrons, 60 Prison Matrons and 30 Institutional and other Matrons employed by the City.

The Police and Correction Matrons are appointed from a competitive list. As a preparation for this work a familiarity with the elementary principles of modern penology is desirable, together with a knowledge of first aid, and some practical information on methods of dealing with delinquents. A considerable degree of personality and tact, as well as skill in handling people are essential for the Police or Prison Matron. The present salary range is from $600 to $1,000, with partial or entire maintenance for Correction Matrons, and $1,200 for Head Correction Matrons; while Police Matrons receive $1,000. The latter position has, however, proved a stepping-stone to advancement for a few women through assignments to the Detective Bureau. One woman has risen by this means to the rank of Acting Sergeant of Detectives at a salary of $2,250. The Standard Specifications recommend the following salaries and grades:

Grade I.	Correction Officer	$960 to $1,320
	Correction Matron and Police Matron	720 to 960
Grade II.	Head Correction Officer	1,440 to 1,800
	Head Correction Matron	1,080 to 1,440

* The title of waitress is not used as a separate title, as most of the persons employed for this work are appointed either as domestics or as hospital helpers.

Grade III.	Assistant Superintendent of Women, Correction	$1,920 to $2,280
Grade IV.	Superintendent of Women's Farm	2,520 to 3,480

ATTENDANT.

One other group of workers may also be mentioned here, although in no sense belonging to the institutional group, namely those having the title of Attendant. They represent the lowest grade of the competitive class. In this group we find 437 women employed in the various public baths, comfort stations and park cottages and upon the recreation piers, and as Hospital attendants. These positions involve simple custodial duties, and the usual salary is from $720 to $758 per year. A salary discrimination exists, however, as the men Attendants for precisely similar work receive from $780 to $960. The same discrimination is included in the Standard Specifications*, which recommends salaries of $840 to $984 for men, and $660 to $840 for women.

One woman has been advanced by means of promotion examination to the position of Inspector of Public Baths and Comfort Stations at a salary of $1,140.

WOMEN IN THE CLERICAL GROUP.

Consideration of women in the clerical field has been reserved to the last because (1) this group represents by far the largest number of women employees in the competitive class, and therefore seems to merit special discussion, and because (2) women have been employed so much longer in clerical capacities than in any other of the previous positions mentioned, that it seems best to study them separately, with a view to ascertaining what conditions hold in regard to opportunities for salary advancement.

STENOGRAPHERS.

The earliest date at which we find a record of the employment of a woman in the City service is 1886. In that year one woman stenographer received a temporary appointment at $17 a week. Within ten years' time the City's total clerical force amounted to 651 persons employed in various capacities as clerks, stenographers, bookkeepers and statisticians, etc., of whom 41 were women. Dr. Frederick Breithut in his report to the Committee of Municipal Survey of the College of the City of New York, places the total number of clerical workers, male and female, at the beginning of the year 1915, at 6,986. Of these 438 were clerks, 1,145 stenographers, 311 typewriter copyists, 175 bookkeepers, 121 telephone operators, and 19 statisticians†, the remainder being persons employed in general clerical capacities. Of the 438 clerks, 199 were women; of the 1,145 stenographers, the women numbered 628; of the 311 typewriter copyists, 231 were women; and of the 121 telephone operators, the number of women was 63; while there were 7 women bookkeepers out of a total of 175, and 2 women statisticians in a total of 19.

Table I of this report gives the following figures for December 31, 1917, showing the number of women in clerical positions of all kinds:

648 Stenographers in the Competitive Class	1 Chief Clerk
9 Stenographers in Exempt Class	5 Secretaries

* The Standard Specifications do not recognise the title of Attendant and suggest that of "Caretaker" for this position.

† The title of Statistician appears to have been loosely applied, not merely to persons engaged in actual statistical work, but to various types of clerical workers whose duties include the compilation of facts and figures, the title of "Telephone Operator and Statistician" at present held by a woman, being a case in point.

2 Clerks in Exempt Class	1 Interpreter
215 Typewriter Copyists	4 Librarians
5 Typewriter Accountants	3 Searchers
21 Tabulating Machine Operators	6 Bookkeepers
71 Telephone Operators	1 Cataloguer
1 Telephone Operator and Statistician	2 Comparers
	4 Custodians

totalling 985 women in the clerical group. We thus see that in an even 30 years the number has grown from 1 to 985.

Bertha M. Stevens, discussing commercial opportunities for boys and girls, and writing in particular of the clerical workers of Cleveland, says: "The truth is, now in 1916, that shorthand has indeed been the key to that future which business has opened to girls, while shorthand for boys is proving a key which, as time goes on, unlocks fewer and fewer of the doors the latter want to go through." Analyzing the census figures of 1910, as regards those workers in the City of Cleveland, she finds that out of 32 per cent. of clerical workers acting as stenographers, women form 29.5 per cent. as against 3.27 per cent. men.

Dr. Breithut's figures, quoted above for January 1, 1915, do not show men and women stenographers in the same proportion in the City service. Here we find women only slightly in the majority, 628 out of 1,145. However, Miss Steven's statements, while not borne out at the present time by the Civil list, may at least be considered prophetic of the future, for the number of women competing for stenographic positions during the last few years is extremely large and their success significant. For a recent instance of the extent to which women compete with men for stenographic work, see Table VI. In the examination of May 24, 1913, 2,634 persons of both sexes filed applications. On the physical test 1,642 were accepted and took the examination. Out of this total, 1,075 were women; a total of 1,146 passed, 784 of whom were women. From this list 202 appointments were made and of those appointed 158 were women. An examination was held in 1916, for which 273 men and 540 women applied, of whom 148 men and 290 women attained places upon the Eligible List. Twenty-three men and 46 women accepted appointment. In 1917 another examination for stenographers, male, was held with only 65 candidates, 29 of whom reached the Eligible List. Applications were closed on November 9, 1917, for examination for stenographers, female, for which 714 women have filed. The falling off in the number of applicants of both sexes is only less marked than the practical disappearance of male candidates. How far this is due to war conditions is a question. It seems certain, however, that the initial salary does not offer any particular inducement to young men to come into the City service in this capacity.

What is quite as interesting as the figures is the attitude that women themselves are taking toward these positions. Among the 42 stenographers replying to the questionaire, several made the statement "I cannot compare the chances of men and women for appointment, for this is a woman's position." This was, of course, not accurate, but one may judge from it the attitude prevailing in the particular department or division in which those who so replied found themselves.

As to salaries received at the present time by women stenographers, Table VII shows that the average salary received on December 31, 1917, by the stenographers in the competitive class was $1,022.74, a weekly wage of $19.65. 287 were compensated above this average and 288 below. The maximum salary received at that time was $2,000, paid to the Stenog-

rapher to the Grand Jury in the office of the District Attorney of King's County. The minimum salary received in that year was $600. It is apparent from this Table that, although the number of women stenographers is constantly gaining upon that of men and in many cases actual preference is shown for women employes, none has thus far received the maximum salary paid in this position, which is $3,600.

The recommendations of the Standard Specifications for this position and the closely related position of stenotypist, are as follows:

Grade I. Junior Stenographer and Stenotypist*
For women ..... $720 to $900
For men ..... 840 to 900

Grade II. Stenographer and Stenotypist ..... 960 to 1,200

Grade III. Senior Stenographer and Senior Stenotypist ..... 1,320 to 1,980
The duties of this position are to supervise a large stenographic bureau, to act as secretary and stenographer to the highest officials, to report and transcribe testimony at important public hearings, or to perform other exceptionally difficult stenographic work requiring peculiar skill and dependability.

Grade IV. Court Stenographer ..... 2,160 to 3,060

Table VIII arranges the salaries received by 575 women stenographers and typewriters employed December 31, 1917, according to the number of years they have been in the service. Study will disclose the greatest irregularity in salary increase in relation to length of service, in itself an argument for the need of standardization. A few points stand out, nevertheless. It will be seen, for example, that the largest number, 91, received $1,200, and that the largest group of those receiving this salary, 19 in number, were in their tenth year of service. The next largest group, 84 in number, received $720, and the largest number receiving this salary were also in their first year of service. Comparison of these figures might be made with a recent study by Margaret Post, in order to ascertain a possible relation between the compensation of these City employes and a group of secretarial and stenographic workers in private employ†.

Miss Post states that the usual salary during the first year for a college trained girl in this work was $12 per week, and $10 for the girl without college training. The largest group studied by Miss Post, who had worked one to five years, received $624 per annum; whereas the largest City group in the service for the same length of time received $900 per annum. Similarly, the largest group who had worked five to ten years were receiving $780 in private employ, against the $900 received by the largest corresponding group in the City service. Once more, $780 was the compensation of the largest group who had worked from ten to fifteen years in private employment, according to Miss Post, whereas the corresponding group received $1,200 in the City service. Finally, the maximum salary received by a woman worker in the group studied by Miss Post was $1,560 after eighteen years, as against $2,000 received by a city worker after the same period of time.

All of which would tend to show that the opportunities for stenographic workers in the Municipal service compare more than favorably

* Although Stenotypist is classified with Stenographer by the Bureau of Standards, with the same salary recommendations, appointments have thus far been made at an initial salary of $840.

† The Tables are based on records of Simmons College graduates and young women registering with the Appointment Bureau of the Women's Educational and Industrial Union of Boston. (See Vocations for Trained Women, 1914.)

with those in private employment, despite an impression to the contrary which seems to prevail in the minds of many City stenographers.*

STENOTYPIST.

The term Stenotypist (machine shorthand) appears for the first time in the City service in 1916, 6 women having been appointed from a list established September 22, 1915. The special advantages of stenotypy are its rapidity, which makes it invaluable where verbatim reports are required, and the fact that the notes can be read by any person who has mastered the code which is used on the stenotype machine. There appears to be a growing demand for stenotypists in the City service, as well as in private employment, and as the number of persons trained in this system is as yet relatively small, there has been great difficulty in maintaining lists for this position, and frequent examinations have been held. Most of the stenotypists appointed in the City service have received an initial salary of $840, an advance of at least $120 over that paid to stenographers entering the City service. Altogether this field would seem to have decided possibilities for women who come prepared with the necessary training.

TYPEWRITER COPYIST.

The position of typewriter copyist at the present time is one which is more and more falling to the lot of women. In 1915, according to Dr. Breithut, there were 231 girls holding this position out of a total of 311 employed. The number of women in this position at present is 215. Many of the examinations under this title have been open to women only, and, as will be seen from Table VI, they compete in large numbers. In the examination of September 23, 1915, 620 women applied, 439 were examined, 149 reached the Eligible List and 61 accepted appointment. From Table V can be deduced the average number appointed yearly. The present list, established October 3, 1917, contained the names of 25 men and 103 women. Three men have been appointed at $780, and one at $900, and the male list is now exhausted. In the same interval 24 women have received appointments at $600. At the beginning of 1915 the maximum salary received by a copyist was $1,500, and the minimum $600. The recommendations of the Standard Specifications for this group are as follows:

Grade I.	Junior Typist, for women	$600 to $780
	Junior Typist, for men	720 to 780
	Junior Typist, Dictaphone	720 to 780
Grade II.	Typist	840 to 1,020
	Typist, Dictaphone	840 to 900
Grade III.	Senior Typist	1,140 to 1,380

This position requires the supervision of a typewriting bureau or the performance of exceptionally difficult departmental typing requiring peculiar skill and dependability.

TYPEWRITER ACCOUNTANT.

The position now known as Typewriter Accountant will fall within Grade III of the Stenographic Group, Senior Typist, Computing. There were 5 so employed at the beginning of 1918, one at a maximum salary of $1,200; the average was $996, minimum $840. The position is defined as

* All salary figures for stenographers have been greatly increased since the outbreak of the war, and would not hold at the present time.

requiring some knowledge of bookkeeping and accounting with a specialized skill in operating the book typewriter. The duties are "to operate typewriting and computing machines, used in the City service, to record and segregate accounting information."

The salary recommended by the Standard Specifications for the grade is $1,140 to $1,380. The 11 tabulating machine operators employed in 1917 fall within Grade II of the Clerical Group, salary $720 to $960, under the recommendations of the Bureau of Standards.

PRIVATE SECRETARY.

The term Private Secretary is applied by the Standard Specifications to those positions in the clerical service in which incumbents are required to act as personal assistants to executive or administrative officials and as intermediaries between such officials and the public. In 1916 there were 16 women in the exempt class holding positions as confidential stenographers, or executive stenographers to Commissioners and Presidents of Boards, and as secretaries and private secretaries. The range of salaries for these positions was from $900 to $2,500, which latter is paid to the secretary of the President of the College of the City of New York. The secretary of the Commissioner of the Department of Corrections received $2,000. Intermediate salaries were $1,350, $1,500 and $1,800.

The duties of the position of private secretary, as described by the Standard Specifications, are to act as secretaries to heads of Bureaus, less important Commissions or small departments, or to Deputy Commissioners in any department, and as intermediaries between them and the public; which duties involve the meeting and interviewing of visitors, the making of special investigations relating to departmental matters, and the performance of other services which relieve superiors of the details of office work. The recommended salary rates are $1,800 to $2,160. The Senior Private Secretary's position involves similar duties with reference to the heads of large City Departments or Commissions, and has a recommended compensation of $2,340 to $3,540. The highest position in this group is that of executive private secretary, for which the salary is placed at $3,840 to $6,600. The duties of incumbents of these positions are to act as secretaries to the Mayor, the President of the Board of Aldermen and the Presidents of the Boroughs of the City of New York and as intermediaries between them and the public.

CLERKS.

In contrast with the increasing predominance of women in the stenographic field, quite a different condition prevails for the clerical service proper. We find the position of clerk in the City service as a men's province in which women from time to time make their appearance. The investigations of Miss Stevens show that similar conditions obtain elsewhere. The nineteen hundred and ten census figures bear her out in this, for of the 42.8 per cent. of the Cleveland workers engaged as clerks, 7.3 per cent. are women against 35.8 per cent. of men; *i.e.* women clerks make up about one-sixth of the total. In New York City there is an even greater disparity between the number of men and women clerks, for at the beginning of 1915 the women formed but $4\frac{1}{7}$ per cent. of the total number of clerical workers. An attitude the exact reverse of that quoted above for women stenographers was shown by the women clerks.

Despite these facts, however, at the present time a number of women clerks in the City service are receiving salaries far above the average. In

1917, 1 woman clerk received $2,350, 1 received $2,250, 3 received $2,100, 2 received $2,000, 16 received $1,500, 8 received $1,350, while the largest single group, 47 in number, were compensated at $1,200. The most important clerkships are in the Department of Finance, the Health Department and the Civil Service Commission. Two women held positions as clerk to the Comptroller, receiving $2,250 and $2,100 respectively. In the Health Department a woman clerk has charge of the clerical work of the Division of Public Health Education and is at present receiving $2,160. The clerk in charge of the Bureau of Information of the Civil Service Commission, who is regarded as the Commission's expert on Civil Service law, also receives $2,100. With the exception of a clerk to the Comptroller, who came to the service in 1914 as an exempt appointee, at $2,100, all these women have a service record of from 15 to 21 years.

The average salary in 1917 for the 251 women in the clerical group was $890, 120 being compensated above the average and 131 below. The maximum salary received by male employes at the same time was $3,150. One woman was performing the work of chief clerk (see section "Women Who Have Achieved Notable Success," Page 64), at a compensation of $1,800, obviously far below the salary paid to men performing work of a similar character, which runs as high as $5,000. In the lowest grades preference has usually been shown to boys over girls, as they have entered the service at an early age and have been preferred inasmuch as their duties practically amount to those of office boy. It appears that in the future, however, the tendency will be toward the employment of more young girls as first grade clerks, at a compensation of $300 a year. Twenty-three girls are employed at this salary at present. Certainly the position of first grade clerk, male, has shown a similar falling off in the number of applicants to that noted above for stenographer, male.

The present policy of appointing young girls as "office girls" is a departure, which is receiving additional impetus due to war conditions. In private employment these minor clerical positions, while serving as stepping-stones for boys as a rule prove blind alleys for girls. The doubtful social expediency, which permits boys to work at an earlier age than girls, is somewhat compensated for in their case by the fact that business itself in some degree acts as a substitute for the training of which they have been deprived. Girls on the other hand, Miss Stevens tells us, are supposed to have acquired their training before entering upon their work, and if they are not trained to hold the better positions, they not only must take the minor ones, but in all probability are destined to remain in them.

In contrast with this situation the public service seems to offer definite possibilities for advancement to the girl who enters as a first grade clerk and remains in the position and works up. While the increases in salary are usually small and often discouragingly slow, they are correspondingly sure and the number of women clerks receiving salaries in excesss of $1,200 is large enough to demonstrate the opportunities which this field presents.

The recommendations of the Standard Specifications on the position of clerk are as follows:

Grade I. Junior Clerk..... $360 to $540
The duties of this position involve addressing, mailing, letter press copying, indexing, ordinary filing, etc.

Grade II. Assistant Clerk:
(*a*) Routine clerical work, such as the making out and tabulating of reports,

Grade II. (Cont.)	simple charts and statistics; writing, registering and scheduling vouchers; operating tabulating machines, adding and schedule machines, and addressographs; verifying time sheets and payrolls, etc.	$600 to $720
	(*b*) Clerical work, incident to preparing, compiling or verifying routine office information, reports, records and forms and to dealing with the public on routine departmental matters.	840 to 1,200
Grade III.	Clerk, the duties of this position include the supervision of the clerical force in divisions and in minor departments, either in independent work or under supervision of a Senior Clerk.	1,320 to 1,800
Grade IV.	Senior Clerk. The duties of Senior Clerks, which require a high degree of clerical knowledge and administrative ability, are to assume complete responsibility for the clerical work of entire Bureaus or Departments, or to perform independently difficult responsible or technical clerical work.	1,980 to 2,580
Grade V.	Chief Clerk, having full departmental supervision of the clerical force.	2,820 to 3,540

BOOKKEEPER.

The number of women employed by the City as Bookkeepers is very small. According to Dr. Breithut's figures out of a total of 175 bookkeepers in 1915, only 7 were women. In 1917 there were 6, with an average salary of $1,080. The maximum received was $1,500, which is far below the highest compensation paid to men in this position, namely $3,000.

Just why women have not made their way into this field more generally is not easy to discover, especially in view of the large number of women working in this capacity in private employment. The list for Third Grade Bookkeeper, established December 2, 1914, contained the names of 430 men and 45 women. Only 4 women have been appointed. The recent list for Bookkeeper, Second Grade, included the names of 168 men and 113 women, a decided increase in the number of women and a corresponding falling off in the number of men.

On the other hand, 21 names have already been certified from the male list and 4 appointments made, but no woman has as yet received certification, although 16 of the men so certified had lower averages than the highest names on the female list, which seems to be a clear case of discrimination. The Standard Specifications recommend the following salaries and grades:

Grade I.	Junior Bookkeeper.	$840 to $1,200
Grade II.	Bookkeeper.	1,320 to 1,800
Grade III.	Senior Bookkeeper.	1,980 to 2,820
	This position requires expert knowledge of bookkeeping and accounting procedure in the City service and involves the keeping of intricate financial records or the direct supervision of important bookkeeping groups.	

TELEPHONE OPERATOR.

Another position of the clerical group is that of telephone operator. There were 71 girls so employed at the beginning of 1918, with maximum salary of $1,800, a minimum of $600, and an average of $715.88. Forty-seven of the number were employed above the average and 21 below. The Standard Specifications propose a salary range of $600 to $1,020 for women employed in this work, and $660 to $1,020 for men. It is a little difficult to understand the reason for the suggested discrimination in the initial salary for men and women in this work.

MISCELLANEOUS CLERICAL POSITIONS.

The few women holding positions as Cataloguers, Comparers, Searchers, and Custodians of Records, complete the survey of the Clerical Group. Salaries for these positions vary from $900 to $1,500, as will be seen by reference to Table VII. Standard Specifications do not recognize them as independent titles, and they are included among the various grades of the clerical group.

Taken as a whole, the positions in the clerical service offer the widest range of salary received by women in the City employ, though the maximum in most cases falls below the compensation attaching to positions of an executive nature. Eighty-three responses to the questionaire were received from women holding these positions, 42 coming from stenographers. When asked to compare compensation in public and private employment, there was practical unanimity of belief that private employers compensate more generously than the City. While it is not possible to go into detail in this matter, one does not find much from the data obtainable to substantiate this belief of the City employes. Indeed it appears that the average compensation cited above for various positions, compares favorably with that received in the offices of private firms and business houses. In several instances, moreover, the statement was qualified by the use of the words "in high class concerns," revealing the fact that the comparison was made between City employment and private employment of unusual grade. It was suggested that during the last year, appointments had been made at a lower figure than those in former years, but an investigation of the Eligible Lists for the last 8 years did not bear out this idea. Appointments at the present time, as formerly, are made at $600 to $720 for those entering clerical and stenographic positions. On the whole, these fields seem to offer desirable openings for young women of good training whose experience has not been sufficient to enable them to command higher salaries.

In view of these facts one could not escape the conclusion, after reading the questionaires and talking with women engaged in these positions, that in making the comparison of City with private employment, they were voicing a general dissatisfaction with compensation and slowness in advancement rather than justifying a specific charge.

V. Women in Unusual Positions.

The types of vocations discussed in the previous sections, while offering interesting employment for women, are not essentially pioneer fields. On the whole, the activities of City Departments run in beaten tracks, and the routine work connected with them, however important to the public welfare, shows no striking characteristics to differentiate it greatly from similar employment elsewhere. But there are a few positions held by women at the present time which may be said to be fairly unusual, some of which, at least, have no prototypes in outside employment.

INTERPRETER.

The first position that comes to mind in this connection, is that of Interpreter. The Schedule Sheets of recent years show that this is a position which has been of interest to women for some time. The requirements for an Interpreter are, unusual familiarity with languages, at least five of which may be covered in one position. One must not only be familiar with a particular language, but must possess familiarity with its different dialects. Very few persons, either men or women, can show sufficient linguistic ability to act as Interpreters. The lists are therefore short, and women competing should stand a good chance for appointment.

One woman was employed in 1916 under this title in connection with the Municipal Court of Richmond, First and Second Divisions. She had nine languages at her command, and was the only woman taking the examination for the position in which she competed successfully with 58 men. Her compensation was $1,200, and while the position required the major part of her time, a fair amount was free for tutoring or other private work. The cases in which she appeared were all in civil courts. Some of them, however, were of a picturesque character. The languages in which she acted as Interpreter were French, German, Spanish, Italian, Calabrian, Sicilian and other Latin dialects. Other Interpreter examinations in which women have competed, have involved Yiddish, with French, German or Hungarian. On such a list, established May 9, 1911, a woman stood twenty-ninth on a list of 52. No appointments were made from this list, as it was subsequently cancelled. On the list of September 12, 1914, still in existence, a woman stood second on a list of 11.

It will be seen from the above statement, that no woman has as yet been employed as Interpreter in criminal cases. However, as women are already competing for these positions, and as there is nothing in the nature of the case, save possibly prejudice, which would stand in their way, we may undoubtedly expect to see them holding such appointments in a few years. Modern intelligent opinion is more and more insisting on the presence of women in the courts in various capacities. As we have already seen, they have been acting as Probation Officers for some time. Moreover, an agitation has been begun to place them in the offices of the District Attorney* on the ground that in cases where crimes of a sexual nature are involved, testimony could more properly and humanely be gathered by women. The Federation of Women's Clubs has gone on

* A woman was appointed as Assistant District Attorney in Kings County on December 1, 1917.

record with a resolution asking that women should in future be appointed as Judges in the Children's Courts. If, as seems not unlikely, there is more in these suggestions than vague prophecy, Court work in all its phases, is destined to become another field in which women will be increasingly permitted to show that they can render valuable service, not only to their sex, but to the community.

The use of Interpreters is not confined exclusively to court work, as they are also employed in the Department of Licenses, the Marriage License Bureau, and in certain of the public hospitals. The Standard Specifications provide for these positions as follows:

Interpreter	$1,080 to $1,260
Court Interpreter	1,380 to 2,280

FINGER PRINT CLERK.

A position connected with the Courts and Correction Department, now filled for the first time by a woman, is that of Finger Print Clerk. The present incumbent was appointed to the position in 1916, having stood Number 1 on a list of 34. This is the second list on which this woman has appeared, the first one having been cancelled.

The position falls within Grade III of the general clerical group. The duties of the Finger Print Clerk are to take, classify and identify finger prints of accused and convicted persons for future identification, and, as would be expected, to the woman holding this position women prisoners are assigned. The work requires technical knowledge of the whole study of finger print methods, as originated by Galton and perfected by Henry. It demands a very high degree of accuracy. Nearly all the work is performed under glass, and thoroughly strong eyesight is therefore a prerequisite.

The whole matter of the legitimacy of using finger prints as testimony in court is one which is arousing considerable discussion at the present time; but comment on this point does not fall within the province of this study, and would possibly involve one in a discussion of our present penal system. The fact of interest to us is that this position has attracted a woman, that she has twice stood highest on an Eligible List, and that she is now performing the work with marked success. The suggestion has been made that the finger print system used at the present time by the government for the registration of Army and Navy recruits, and the identification of prisoners, should be extended as in the case of the Argentine Republic, to all classes of citizens, in order that this science may be raised above its present almost exclusive association with criminology, and made a useful social asset in the identification of lost children and persons suffering from amnesia.

The Bureau of Standards' recommendations classify the position as follows:

Grade III.	Clerk Bertillon and Clerk Finger Print.	$1,320 to $1,800
Grade IV.	Senior Clerk, Finger Print	1,980 to 2,580

The specialized duties of this position, which require a high degree of technical knowledge and ability, are to supervise the routine work of taking, classifying and identifying finger prints and to perform exceptionally difficult finger print work requiring special skill.

DRAUGHTSMAN.

Another field to which women have become more and more eligible during the last few years, through the opening up to them of the technical

schools, is that of Draughtsman. Once proper training has been secured, this is work for which women would seem to be unusually well fitted, as many possess in high degree the required accuracy and deftness. It is surprising, therefore, to find so negligible a number competing in the last few years. One woman has, however, been in the service in this capacity since 1895, having obtained sixth place on a List with 150 competitors.

The work involves preparing plans, sketches, charts and maps, based upon surveyor's reports, and making computations of data. The present incumbent is employed in the Surveyor's Bureau of the Department of Taxes and Assessments, and, as the name implies, formulates valuations for assessments. The work of other Departments, which have to do with construction problems, such as the Department of Bridges, would offer less monotonous and more developing work to women, as their talents will probably always lie chiefly along the line of designing. The position cited does not demand any field work, but field work is considered an essential element in training. Examinations for Typographical, Architectural and Mechanical Draughtsman are frequently held, and the work is highly recommended to women by those who wish to see them entering new and important fields in the City service. Great impetus has been given to this end by the recent call for women as Junior Draughtsmen, for which an examination has just been held.

The compensation of the present incumbent is $1,600. She is, therefore, in what would be considered Grade II of the position, for which the following salary rates are recommended by the Bureau of Standards:

Grade I.	Junior Draughtsman	$900 to $1,200
Grade II.	Draughtsman	1,320 to 1,800

ENGINEER.

Probably it would still be possible almost to count on one's fingers the women who have taken courses in engineering. Those who have done so are pioneers in the strictest sense of the word. It is, therefore, all the more remarkable that a woman should have succeeded in securing an appointment as Assistant Engineer in the Public Service Commission of the City of New York. To be sure, as a concession to masculine rights of possession in this field, it was felt to be necessary to reverse the title and call her "Engineering Assistant," but she qualified on the regular list and while she remained in the employ of the City she performed duties of the same kind as any other Assistant Engineer assigned to office work. Her salary of $1,650, however, was less than that of most Assistant Engineers in the City service.

She resigned in 1916 to go into private practice after two years of service. In the interval she had also secured a place on the List for Engineering Inspector, Architectural, but was not certified for appointment. Isolated as her case is, it has nevertheless served to establish a precedent, and as women prepare themselves in this field they may at least hope for similar recognition. The Standard Specifications provide for:

Grade I.	Engineering Assistant	$1,020 to $1,380
Grade II.	Junior Engineer	1,500 to 2,100
Grade III.	Assistant Engineer	2,280 to 3,180
Grade IV.	Senior Assistant Engineer	3,420 to 4,560
Grade V.	Engineer	4,860 to 5,700
Grade VI.	Chief Engineer, Consulting Engineer	6,120 to 10,200

DENTIST.

Another professional field into which only a small number of women have hitherto ventured, is that of Dentist. The List for September 1, 1915, contained the names of 122 men and 9 women, one of whom has been appointed in the Department of Public Charities at $900 per year. The others have declined certification. The mere fact of certification, however, would indicate a very liberal attitude toward women in this work. The Bureau of Standard's recommendations for this position are as follows:

Grade I.	Dental Interne, with maintenance.....	$120 to $240
Grade II.	Dentists, for full time in Institutions, with maintenance.....	900 to 1,380
	For part-time service, averaging not less than 18 hours per week.....	1,020 to 1,380
Grade III.	Supervising Dentist.....	1,500 to 1,740

A specialized position, which has recently developed in connection with this field, is that of Dental Hygienist, for which an examination has just been ordered. The duties of this position are to remove deposits, accretions and stains from the teeth of school children and to give instructions in oral hygiene. The requirements are a license as Dental Hygienist by the Board of Regents of the State of New York. There are several vacancies in the Department of Health at $720 per annum.

PHARMACIST.

The first woman Pharmacist received her appointment March 21, 1917, in the Out-Patient Department of Bellevue and Allied Hospitals. In the examination held October 31, 1913, we find 1 woman, examined among a total of 16 candidates, obtaining fourth place on an Eligible List of 7. She was not appointed, though at one time offered temporary work and at another a position which she declined on account of inadequate salary. The position had been advertised at $900. No discrimination was involved, as the male candidate accepted the appointment at the salary she refused, $750. In the most recent examination one woman applied and was examined out of a total of 24 applicants. Inasmuch as one person who actually takes an examination in any given instance probably represents a small group of others who think of doing it, but for some reason fail to do so, we may conclude that a few women at least, are desirous of becoming city pharmacists. In 1916 there were some 30 of these positions in City institutions.

The duties of pharmacist are the compounding, preserving and dispensing of drugs and medicines, manufacturing of standard preparations and keeping records of prescriptions filled, either independently or in small hospitals under supervision. The Bureau of Standards recommends the following Grades and compensations:

Grade I.	Assistant Pharmacist, with maintenance	$600 to $840
	Assistant Pharmacist, without maintenance.....	900 to 1,140
Grade II.	Pharmacist, with maintenance.....	960 to 1,260
	Pharmacist, without maintenance.....	1260 to 1,500
Grade III.	Head Pharmacist.....	1,620 to 2,460

The Head Pharmacist has charge of an entire Departmental Laboratory and exercises supervision over the bottling and delivering of supplies to various drug dispensing branches. Pharmaceutical experience of from two to three years is required for the higher grades and a Certificate of License, required by law, for the lower.

CHAPLAIN ("MINISTER OF RELIGION").

The number of women who have entered the ministerial field in the various denominations throughout the country still remains very small, but is large enough, however, for one to feel no surprise in discovering that one woman devotes part of her time as Chaplain in the Tuberculosis Sanitorium at Otisville. This is an exempt appointment and the salary drawn is $260. The duties involved are implied in the title. The salary recommendations for the work of Chaplain for part-time service, to average not less than one day a week, is $480. The position will probably be brought up to that sum in time.

STATISTICIAN.

Three women are employed by the City under the title of Statistician, one in the Department of Education, another in the Finance Department, and the third in the Police Department. The latter was appointed from the List for Municipal Examiner, Fourth Grade, to a position in the Bureau of Municipal Investigation and Statistics at a salary of $1,800. Much of her work is along research lines, which includes the collection and presentation of all available information on the ways in which certain governmental questions are dealt with by other municipalities and States and the arguments which are advanced for and against a given policy. She also does editorial work and makes miscellaneous investigations, as do other Municipal Examiners. In addition, she acts as secretary of the Mayor's Advisory Commission on Administration of the Tax Law, created in March, 1917.

The Standard Specifications for the position of Statistician make the following recommendations:

Grade I.	Junior Statistician	$1,200 to $1,800
Grade II.	Assistant Statistician	1,980 to 2,820
Grade III.	Statistician	3,060 to 3,840
Grade IV.	Chief Statistician	4,140 to 4,740

An eligible list for this position was established May 9, 1917, which contained the names of 15 men and 3 women.

ACTUARIAL CLERK.

A position closely related to the one just described is that of Actuarial Clerk, to which women who possess special ability in mathematics might well be attracted. The position is one for which the Civil Service Commission has always had difficulty in maintaining a list, because of the specialized character of the work and the relatively low salary in comparison with that paid in private employment. Consequently the field seems to be a particularly promising one for women. In 1916 there were two women employed under this title, one at $1,050 and one at $1,500 per year.

The duties of the latter position consist in the assisting in the adjustment of crude mortality rates prepared from tabulations in the Computing Department; constructing commutation columns, instructing clerks in the preparation of annuity values and present values of pension benefits, and other work of an actuarial nature. Candidates must present evidence of at least one year's experience in the Actuarial Department of a Life Insurance Company or similar institution. They must be thoroughly acquainted with mathematics as applied to actuarial work, have a knowledge of actuarial terms and be able to read actuarial symbols and formulæ.

The recommendations of the Bureau of Standards include the following:

Grade I. Junior Actuary.....$1,200 to $1,800
Grade II. Assistant Actuary..... 1,980 to 2,280
Grade III. Actuary..... 3,060 to 3,840
Grade IV. Chief Actuary..... 4,140 to 4,740

These positions exist mainly in the Finance Department and the Commission on Pensions. The most recent list, established January 17, 1917, contained 5 names, including that of one woman who headed the List and was at once appointed at $1,500.

SUPERINTENDENT OF WOMEN PRISONERS.

A position which offers a wide scope for personal influence is that of Superintendent of Women Prisoners in the Workhouse at Blackwell's Island. The work of Dr. Katherine Davis at Bedford Reformatory brought the entire question of the handling of women delinquents and prisoners prominently before the public. It was due to her insistence, after she became Commissioner of Corrections, that this position was created. The original appointment was non-competitive, but a subsequent examination placed the position and the provisional appointee who headed the List, in the competitive class.

On the executive side, the management of 500 to 600 prisoners as to occupation, health and discipline, is a task of no mean proportions; while the opportunity to a woman of high moral purpose to re-infuse into these human derelicts a realization of their essential worth, despite present degradation, is very great. The salary is $1,800 and maintenance, which is not large in view of the responsibility involved.

The Standard Specifications class this position in the Correction Officer group.

Grade III. Assistant Superintendent of Women, with maintenance.....$1,900 to $2,280
The duties involve the direction of that division of a large Correctional Institution set aside for women.
Grade IV. Superintendent of Women's Farm..... 2,520 to 3,480

It has been pointed out that the position of Superintendent of Women Prisoners was filled not through promotion but through open competitive examination, and the reason assigned for this is that the qualifications demanded for the lower grades, even when coupled with experience in the work, do not constitute wholly satisfactory training for a position of such unusual scope. In the matter of qualifications the Bureau of Standards does not seem to make illuminating comment, nor would a college degree or special training in research necessarily cover the matter, though these would serve as a background for what are perhaps the main qualities demanded—forcefulness of character and first hand acquaintance with social and economic problems.

DETECTIVE.

Another position which should be included in this group because it is unique for the Police Department of the City of New York is that of Detective. One woman has been advanced by promotion to the rank of Acting Sergeant of Detectives, First Grade, at a salary of $2,250. Three other women are at present assigned to the Detective Bureau.*

* All these women have recently been transferred to the office of the 5th Deputy Commissioner. Mrs. Ellen O'Grady, who was made Commissioner in February, 1918, at a salary of $6,000—the first woman to hold an administrative position in the Police Department.

All these women came into the Police Department as Police Matrons appointed from the Regular List. Later they were selected for this work, in which they perform valuable services, although none of them has succeeded in winning salary advancement, except in the one case mentioned, where the promotion was secured through conspicuous success in a very prominent and difficult case.

These positions involve special qualities of intuition and analytical ability to which certain women appear to be especially well adapted. Physical courage is essential as personal danger is frequently involved in the work.

VI. Women Who Have Achieved Notable Success in the City Service.

In the foregoing sections positions desirable for women, and some of a rather unique type, have been discussed. A few women have succeeded in winning posts involving the highest degree of executive responsibility, with departmental supervision and authority equal in every respect to that exercised by men in similar positions, though not always with commensurate salary.

It is not to be denied that the number of women who have attained such distinction is relatively very small, but that would seem to be the result of conditions surrounding public office and of the prejudice against advancing women to places of high responsibility, rather than of any lack of capacity in women to meet such responsibilities. As these positions represent the maximum of achievement by women in the Municipal Service, they are especially noteworthy.

COMMISSIONER OF CORRECTIONS AND CHAIRMAN OF THE BOARD OF PAROLE.

The outstanding example of high office filled by a woman in the City of New York is, of course, the appointment of Dr. Katherine Bement Davis, to the position, first of Commissioner of Corrections, and later of Chairman of the Board of Parole. As the first woman to be selected to head a City Department, and one of the most difficult at that, her work received nationwide publicity. It is all the more significant, therefore, that she has demonstrated conclusively the capacity and ability of women for such high administrative positions. Undoubtedly the success of Dr. Davis, in spite of the complicated problems involved in her field, has gone far toward breaking down the preconceived belief that it was unthinkable that a woman should be made Commissioner of a City Department. There is no inherent reason why women suitably trained and equipped should not do equally well in the headship of other Departments, such as Charities, Parks, Taxes, Civil Service, or Street Cleaning, for example. It is encouraging to note that the incoming Mayor has announced his intention of considering women for some of these appointments.

Dr. Davis' later work as Chairman of the Board of Parole is less well known. Much credit is due her for the recent legislation securing the indeterminate sentence, and as a result, the creation of Parole Boards or Commissions in the various cities of the State, as required by this law.

The Board of New York County, of which Dr. Davis was Chairman, until December 28, 1917, yearly reviews the testimony involved in about 3,000 cases, testimony of a very much wider character than that submitted to the courts at the time of trial. The social and economic, as well as the moral history of the offender, is here thoroughly reviewed, and judgment passed upon the advisability of parole. No brief need be advanced here, for the social sanity of indeterminate sentences and parole work.

As far as is known, Dr. Davis is the first woman in any State in which women are unenfranchised*, to hold a position of a judicial character. It is needless to say that she is exceedingly desirous of seeing women connected with the legal and judicial branches of the public service. Dr. Davis' salary in this position was the same as that of the majority of Commissioners, $7,500.

DIRECTOR OF THE BUREAU OF CHILD HYGIENE, HEALTH DEPARTMENT.

The distinguished success won by Dr. S. Josephine Baker as Director of the Bureau of Child Hygiene of the Department of Health, is another indication of the possibilities for able women in administrative work of a public character. This Bureau is so well known throughout the country to all interested in the question of public health—to whom it has served for a model—that it is not necessary to enter into any detailed description. The point that is interesting here, is that Dr. Baker has been responsible for its entire organization, from the time it was first instituted. She came into the Department as a Medical Inspector, and having created her Bureau, she competed successfully for her own position and won her post as a result of a promotion examination when the position was later placed in the competitive class.

Perhaps the particular achievement for which Dr. Baker is best known, is the establishment of the system of Baby Health Stations, already mentioned, and the system of Midwife Inspection. In the past, these women, who in large numbers have practised among women of foreign birth in tenement neighborhoods, have been a source of extreme menace to the community. Dr. Baker inaugurated the present policy which substitutes for persecution of such persons a systematic supervision and regulation of their work. Through granting licenses to those who are willing to secure proper training† and to comply with regulations on the subject of sanitation, they are brought under the Department of Health, and a premium is thus put on efficiency and cleanliness. It is estimated that through the establishment of these two policies alone, a very great reduction has been accomplished in the last few years in infant mortality and infant morbidity. Dr. Baker's other achievements as executive of an important section in the Department of Health are well known to the public through her writings, and through addresses delivered before various societies, both lay and medical.

On the material side, also, Dr. Baker's position is noteworthy, inasmuch as she draws a salary of $5,100, the highest paid to a woman in the competitive class. It is perhaps more significant for the general cause of women that she obtained this position in competition rather than as a result of an exempt appointment. There have always been individuals ready to recognize women's capacities. The point still at issue is a gen-

* Dr. Davis was appointed Chairman of the Parole Commission December 28, 1915, nearly 2 years before the enfranchisement of women in New York State.

† The Bellevue School of Midwifery is regarded by experts as "the only good school of midwifery in the United States."

eral lifting of the ban through opening to both sexes alike of every door of opportunity. Dr. Baker's success has gone far toward accomplishing this end.

SECRETARY TO THE COMMITTEE ON EDUCATION, BOARD OF ESTIMATE AND APPORTIONMENT.

Another position less well known to the public, but of the highest administrative importance, is that held by Mrs. Mathilde C. Ford, who acts as Secretary to the Committee on Education of the Board of Estimate and Apportionment. Upon her devolves the task of making recommendations to that Board concerning all appropriations for the purposes of the Department of Education, the two colleges and the three public library systems, which appropriations aggregate annually more than $50,000,000 at present and are steadily increasing. Mrs. Ford keeps in touch with all educational and library activities of the City, and because of her complete mastery of the facts has been in a position to make recommendations looking toward the solution of the most difficult problems in financing the schools.

Mrs. Ford came into public service as an examiner in 1907. When the Committee on Education of the Board of Estimate and Apportionment was organized in 1914, she was transferred to the position of Secretary, which enabled her to enlarge the scope of this work by furnishing her with a staff to make the detailed investigations.

Her present salary of $4,140, though unusual for a woman, is hardly adequate considering her important function.

The fact that she has for so many years been able to fill this position with marked efficiency suggests a field in which women have already made good in the outside world, and which should, therefore, be open to them in public work.

Attention should be directed here to the section on "Trend of Women's Ambitions" (see Page 65, ff), where recent examinations for other important executive secretaryships are taken up.

ASSISTANT CHIEF EXAMINER, MUNICIPAL CIVIL SERVICE COMMISSION.

In the section on Women as Civil Service Examiners (Page 27), it has been pointed out that one woman, Miss May Bradford Upshaw, holds the position of Assistant Chief Examiner, which was obtained through a competitive examination. Miss Upshaw has been in the City service fifteen years, and has worked up to her present position through a period of recognized service as Civil Service Examiner. She was appointed at a time when women were used merely for the routine work of the Examining Division, but forged ahead through sheer ability, receiving more and more responsible assignments and securing salary advancements until in 1913, she was promoted to the position of Assistant Chief Examiner, as a result of a promotion examination in which she competed with practically all the men members of the Examining Board. Through the vacancy caused by the death of the Chief Examiner, Miss Upshaw is in line for advancement to this position. She was one of 6 competitors in the recent promotion examination to fill this post of high administrative importance, in which capacity she would, if successful, have under her supervision the whole matter of the preparation of examinations and grading of candidates performed by a large staff of men and women. Those who are anxious to see women achieve responsible positions will

watch the outcome of this examination with much interest. It carries with it a recommended salary of $4,560 to $4,860. Miss Upshaw's present salary is $3,660, and her work includes the immediate supervision of the Examining Division. Her name has recently been suggested for appointment as Civil Service Commissioner, by the incoming administration.

ASSISTANT DIRECTOR OF THE RESEARCH LABORATORIES OF THE DEPARTMENT OF HEALTH.

Another woman occupying an important administrative position is Dr. Anna Williams, First Assistant Director of the Research Laboratories of the Department of Health. Dr. Williams came into the Research Laboratory in 1895 as a Bacteriologist and has grown up with the service. She first came into prominence through the brilliant research work which she did upon the cure of diphtheria leading to the detection of a more effective diphtheria anti-toxin. Through her experimental work upon the causes of hydrophobia, she developed a very rapid method of diagnosing rabies, which has helped in the prevention of this disease. She also made studies in the handling of infectious eye diseases, which showed that trachoma was not as prevalent in the New York City schools as had been supposed, and worked out a practical and efficient way of dealing with it among school children.

Her administrative work includes the general oversight of three of the seven divisions of the Bureau of Laboratories of the Health Department. In the Division of Diagnoses she has general charge of all routine diagnoses, with particular supervision of such special work as diagnoses of rabies, whooping-cough, anthrax, and the detection of the meningococcus carriers. She also has charge of the Division of Media Preparations, which includes the making of media for all divisions of the laboratories, and she supervises the Division of Microbal Sanitary Examination.

She receives a salary of $3,180 a year.

Another woman, Dr. May Schroeder, also has the title of Assistant Director and has charge of certain special investigations, whose problem is the isolation and differentiation of bacteria from human, animal and food specimens. She also has charge of certain other investigations into microbal sanitary conditions. Her salary is $2,280.

CHIEF CLERK, BOARD OF CITY RECORD

Another position held by a woman, which is of considerably more importance than might be deduced from the salary of $1,800 attached to it, is that of Miss Rose McShane, who acts as Chief Clerk in the Board of City Record. Though the salary is inferior to a number of others, both in the clerical service and in other fields, Miss McShane's work has large administrative importance. She is the only woman who holds a Chief Clerkship in the City Service and her duties are in the main executive. The Board of City Record—in addition to the daily publication of *The City Record*, which is the City's official publication, and as such contains all official notices of any kind—handles all supplies, stationery and office materials used by the City throughout its departments. Infinite detail is involved in budget preparation and the purchase of these supplies, all of which comes under Miss McShane's personal supervision, as well as the duty of the management of the large staff of assistants required for this work.

VII. The Trend of Women's Ambitions as Revealed by Recent Examinations.

Table V shows the total number of women who have received appointments from Eligible Lists established from competitive examinations during the last eight years (up to January 1, 1916). Besides being a numerical review, it may also serve as a partial index of the trend of women's occupational ambitions. Success in securing Civil Service appointment depends, however, upon the number of extraneous elements which complicate the problem, such as (1) Budget provision for a larger or smaller number of employes, (2) existing vacancies, (3) temporary or permanent character of employment, (4) Double List and (5) expiration of the life period of an Eligible List, its cancellation due to technical or other defect, or because in the opinion of the Commission the List does not offer good appointive material. Again, ill health or other occupation, or the refusal of appointment because of salary, or for any other reason may constitute a natural ineligibility, resulting by default in opportunity to the eligible next below. Hence the term "partial index" used above.

A completion of the picture has been attempted in Table VI, which shows for a period of four years the entire history of certain examinations from notification after application through appointment. From this we may supplement our information as to the line along which women have demonstrated capacity without having, for one reason or another, tasted its reward. In this table we find the names of several new positions appearing.

CHEMIST.

An example of this is the position of Chemist. The name of one woman appeared on the list for Chemist established October 18, 1911, but she was not appointed. In the most recent examination one woman was examined, but failed to pass. It is alleged that women have been definitely discouraged from attempting chemist's work, because of the fact that in addition to the general requirement of routine and research, court testimony is also demanded. Women have been supposed in the past to be unfit for such duties, but the absurdity of this contention has been amply demonstrated by the women in the various inspectional services, many of whom appear constantly in court, to give only one example. In view of the work which women have done as Bacteriologists in the Health Department, there is no reason to suppose that they would not do equally well as Chemists. Moreover, the position is one which should appeal to scientifically trained women. Any prejudice that exists against them in this capacity will certainly break down before an evinced desire on their part to hold these positions. There were 17 male Chemists and Pathological Chemists in 1916. The salary recommendations for these positions are as follows:

Grade I.	Junior Chemist	$1,020 to $1,380
Grade II.	Assistant Chemist	1,500 to 2,100
	Assistant Chemist, Food and Drugs	1,500 to 2,100
Grade III.	Chemist	2,280 to 3,180
	Chemist, Mycroanalyist or Pharmaceutical	2,280 to 3,180

ALIENIST.

In the examination for Alienist, Grades II and III, held January 19, 1915, a woman stood last on a list of 6. A Bellevue appointment was offered and declined on the ground that it was not a practicable one for a woman to fill. The salary was $1,500 to $1,800 and maintenance. A few women Physicians have attained notable success in the treatment of the insane and the mentally abnormal, and it will undoubtedly not be long before we shall find them filling these and other specialized positions in the Medical Service under the City.

Salary recommendations for these positions are as follows:

Grade III.	Physician, Alienist	$1,920 to $2,280
Grade IV.	Senior Physician, Alienist	2,520 to 3,480
Grade V.	Chief Physician, Alienist	3,780 to 4,680

Full time service with maintenance, for all grades.

OCULIST.

Still along professional lines, the work of the Oculist has also attracted a few women. Though no woman has received appointment, two have appeared on a recent list. This position is placed by the Standard Specifications in the group known as Physician, Oculist, and is included in Grade III of that title.

Grade III.	Physician Oculist, for full time service, with maintenance	$1,500 to $2,280
	For full time service, without maintenance	2,100 to 2,760
	For part time service, averaging not less than 24 hours per week	1,380 to 1,500

As would be expected, women have been slower to compete in surgery than in medicine, a state of affairs which will doubtless prevail until conditions in the medical world have undergone the radical change which now appears to be imminent on account of the situation created by the war.

CIVIL SERVICE INVESTIGATOR.

Another position for which women have qualified without receiving appointment, is that of Civil Service Investigator, whose duty it is to investigate the accuracy of statements made by Civil Service candidates in their experience papers and character sheets, and to prepare written reports of the results of the investigations. The qualifications, as stated by the Bureau of Standards, are experience in investigational work for a Government department, life insurance company, or social, charitable or economic agency. The salary recommendations are as follows:

Grade I.	Civil Service Investigator	$1,500 to $1,740
Grade II.	Supervising Civil Service Investigator	2,400 to 3,120

A List for this position was established in 1915, which contained the names of 138 men and 24 women. Although no woman was appointed to this position, the List was certified to fill the position of Assistant Municipal Examiner in the Department of Street Cleaning, as previously noted.

LAWYER.

Considering the conservatism of the legal profession, it is not to be expected that women would as yet have succeeded in making much headway in legal work connected with the City Service. It is a satisfaction, however, to know that they are beginning to aspire to such positions.

On a list for Junior Law Assistant, Grade I, established January 31, 1917, the name of a woman appears with 31 men. No appointments have as yet been made for this position, which pays from $900 to $1,500.

SUPERINTENDENT OF SCHOOLS AND HOSPITALS,

The position of Superintendent of Schools and Hospitals on Randall's Island (Department of Charities) is one for which a woman was recently examined among a total of 16 candidates. The position is one which involves large responsibility and the salary is $3,500 with maintenance. As a whole, women physicians have not had the courage to compete for leading positions in hospitals. Prejudice against them in the profession, though constantly breaking down, still holds. One woman, however, recently applied for the position of Deputy Medical Superintendent, but was not eligible for examination.

SUPERINTENDENT MUNICIPAL EMPLOYMENT AGENCY.

The List established on May 5, 1915, from which the present incumbent was appointed, for Superintendent of Municipal Employment Agency, contains six names, a woman ranking sixth. The salary for this position is $2,400 with maintenance. A woman also appeared as candidate for the position of Superintendent of the Municipal Lodging House, but failed to qualify.

SECRETARYSHIPS.

In addition to these professional and supervisory positions, there are other high salaried and responsible posts to which women have recently been aspiring. Important secretaryships which, had they arisen in former years, would have been filled by exempt appointment, have now taken their place in the competitive class, thanks to the general trend of the time and the attitude of the retiring Commission. That these positions have attracted the ambitions of women as well as men, a study of recent schedule sheets will disclose. On a List of eligibles for Secretary to the Committee on Recreation a woman held fourth place on a list of 6, while on the List for Secretary to the Committee on Markets, Board of Estimate and Apportionment a woman was eighth on a List of 12. No appointment has been made in the latter instance. Such positions demand a high degree of executive ability, business experience and personality, and both openings were advertised at $4,000.

EXECUTIVE POSITIONS.

Again, there are various Bureaus in the Departments of Health and Charities for the management of which women are presumably qualified who have specialized in social work and who have had the requisite administrative experience. Here the duties and opportunity for public service are increasingly attractive. In the examination of June 8, 1915, for a Director of the Bureau of Social Investigation, in the Department of Charities, a woman stood third on a List of 7. This position carries a salary of $4,000. The examination for Director of the Children's Home Bureau in the Department of Charities, also at $4,000, is another position of the same type, for which 41 applicants have filed. A woman stood third on a List of 3, established December 28, 1917, and was at once appointed Chief Social Investigator in this Bureau at a salary of $2,280. Similarly, in the examination held on January 15,

1915, for Director of Public Health Education, a position carrying a salary of $5,000, one woman physician submitted a thesis in competition with 12 men physicians. From this Bureau emanates all educational matter for health campaigns, the "Life Lines of Health," with which all are familiar, and by it is maintained an efficient corps of speakers on public hygiene. Through it, the popularization of simple health knowledge has been carried to a high degree of perfection. Without reflection of any sort on the present incumbent, we may venture to believe that this is a position for which a woman with proper medical training and background should be unusually well adapted. This work might be called Medical Propaganda and it is generally admitted that women are adepts in propaganda. Already one woman has achieved notable success as Director of the Bureau of Child Hygiene in this Department. It is not unreasonable to suppose that she will some day have a colleague at the head of another Bureau.

MISCELLANEOUS POSITIONS.

Occasionally women enter contests from which physical disability would supposedly bar them. Considerable interest was recently attracted by the fact that in the last examination for Stationary Fireman in the Department of Education one woman entered the examination, passed both written and practical tests, and succeeded in securing a place upon the Eligible List. She has not yet received appointment and it is hardly probable that she will be preferred over a man for such strenuous physical work, although she has abundantly demonstrated her ability to perform it.

Mention might also be made of a few miscellaneous positions either held by women at intervals throughout the periods or upon which they have made claims from time to time. These include Disinfector, Superintendent of Laundries, which has a salary of $1,980 to $2,000, and Librarian in the City Courts at $3,000.

VIII. Appointment and Promotion.

Unquestionably the large body of men and women who do the City's work to-day serve the public without fear or favor, for the reason that they have received their positions as the result of capacity adequately tested by Civil Service Commissions of high standards. No small factor in this is due to their protection against removal without charges by virtue of their Civil Service appointment. In other words, the merit principle has ceased to be an unpopular dogma of reformers, and become an instrument of proved pragmatic value. Despite this, however, the 342 questionaires already referred to, and a number of personal conversations with women employes, bring out the fact that there is considerable discontent with prevailing conditions, and it would be an incomplete picture of the situation which did not at least attempt to account for an attitude held in common by so many persons.

It may fairly be asked if some 9 per cent. may voice the opinion of

the whole body of women Municipal employes of the competitive class. It seems that in this case they may be permitted to do so, for the reason that those replying represent so large a range of occupations scattered among so many departments, each concerned with its own specific problems and differentiated one from the other by wide divergencies of organization and policy.

In discussing the chances for appointment and promotion for women, we have two separate issues, but a few points are common to both. For the most part, one might say that prejudice against women in public employ has broken down in the same proportion and for the same reasons that it has throughout industry generally. This is shown by the fact that gradually women have been allowed to compete in Civil Service examinations until, at the present time, practically all positions to which they are not actually ineligible for physical reasons are open to them through examinations. This marks the passing of the first great barrier, and has been in no small measure due to the influence of the woman Assistant Chief Examiner of the Commission. In other words, the Civil Service Commission is acting in strict compliance with the merit principle at the start. It is a matter of regret that the attitude of appointing officers in the City Departments is not always so liberal, since the Commission must adhere to their wishes in the certifications from Single or Double Lists.

As has been already explained, in the making up of an Eligible List, separate male and female lists are usually prepared, instead of listing all candidates in the order of their numerical standing regardless of sex, as a strict application of the merit principle would obviously require. The Commission certifies from the male or female List according to the requisition of the appointing officer. When sex is not mentioned, the combined List is used. By means of such requisitions, an appointing officer, if he wishes, is able to nullify the merit system, which seeks to determine fitness for public employment by means of standing in a competitive examination.

This Double List is a relic of the Civil Service attitude and administration of an earlier time when women in Municipal employ were there merely on sufferance. It forms a second great barrier against which women are still beating. Unfortunately for them the right to use the Double List in this way was bolstered up in 1913 by a reactionary court decision in the Juliet Arden case, which attracted much attention at the time. In the examination for Inspector of Fire Prevention, a man whose average fell several points lower on the combined List was appointed to the position of Fire Inspector over the woman who stood first on the female List. Aroused by what seemed to be a clear case of injustice, Miss Arden and two other women on the List, aided by several women's organizations, whose sympathy they enlisted, carried the matter into the courts. The case was pending for many months and at length a decision was rendered against the contention of the women, furnishing but one instance more of the fact that what is legal and what is just are not necessarily synonymous.

That some Department heads do avail themselves of the privilege thus legalized of choosing male or female employes according to their own preferences, cannot be doubted. In approaching the question of discrimination, however, the greatest care must be exercised, as frequently a number of factors enter in which do not appear on the surface, and it must be borne in mind that discrimination exists only when a name has been passed over which carries a higher percentage than that received by the appointee. Though the list of examinations given in Table VI,

which covers the last four years, is not complete, yet it affords a fair idea of the numbers of men and women who compete where both are eligible. It will be seen that the number of women examined is not only much smaller, but that the proportion of women who pass to those who attempt the examination, is much larger than is the case with men. It would thus appear that the efforts of women toward these lines of employment are more closely directed than those of men. In other words, generally speaking, women appear for examination only in those cases where their preparation has been fairly adequate, whereas men enter more fortuitously.

These observations are borne out by the Schedule Sheets, which demonstrate the fact that the chief cause for failure among women is a lack of qualifying experience. The proportion of failures due to unsatisfactory "Duties Papers" is much smaller for women than men. Again, as will be seen from Table VI, it is also true that the percentage of women appointed to those eligible is as high if not higher than in the case of men. Therefore, to get at the question of discrimination one must go deeper than a mere study of such figures. For this the definition of discrimination given above should be carefully borne in mind.

APPOINTMENTS.

It has been stated that women, in proportion to their numbers, attain the Eligible List more readily than men. They do not by any means always stand at the top, however, and in such cases the fact that they do not receive appointment is, of course, no evidence that they have been unjustly dealt with. On the other hand, it is true, that there have been in the last few years some conspicuous instances in which sex prejudice apparently determined the appointment.

Undoubtedly the most marked example was the case of the Fire Prevention Inspector referred to above. It should be here stated that the attitude of the succeeding Fire Commissioner was the exact reverse of that of his predecessor, and that one of his first official acts was the appointment of three women inspectors. Another case of injustice to women in a line of work for which there can be no question of their fitness has apparently occurred in the past among Food Inspectors. As one woman put it, "We were allowed to take the examinations, but no woman was appointed between 1906 and 1912." With all possible allowances, one is driven by the records to the conclusion that sex prejudice has several times prevailed in appointments to this position also. The same appears to be true of the License Inspectors, as the woman now at the head of the existing List has a higher average than any of the 8 men who have most recently been appointed.

The progressive attitude of the retiring Civil Service Commission in opening to women all examinations for which they are not physically incapacitated, has been commented on more than once. In view of this attitude, and the fact that women have proved their capacity as Examiners for many years, it is surprising to learn that a woman who has twice reached the head of the combined Examiner's List for several years failed to receive a permanent appointment. In her case temporary work, at a much lower figure, was offered as a substitute. One can only conclude that the Commission is divided among its members on this question. On January 1, 1917, however, this injustice was remedied by the permanent appointment of the Examiner referred to, but this was not until at least 8 men having lower averages had received appointment. Women in this

position have also been discriminated against repeatedly in the matter of salary, both for initial appointment and for advancement. They have attained high positions upon all recent eligible lists, yet every woman who has been appointed during the last five years has seen men lower than herself on the List enter this service at higher salaries. The two women most recently appointed were obliged to come in at salaries $300 below the minimum fixed by the Standard Specifications. Again, no woman has ever been appointed to the position of Civil Service Investigator, although one woman on the present List had a higher average than a man who received appointment. In this case, however, the discrimination appears to have been due, not so much to a desire to differentiate against women, as to a failure to recognize the value of a woman Investigator for the character investigations of the 6,000 women city employes.

Similar discrimination has also been observed in positions of less importance. For example, on the present List for bookkeeper, the women at the head of the female List have higher averages than 16 men who have been offered appointment recently. No certifications have been made from the female List.

Another form of discrimination observed has consisted in offering to women in line for appointment, either positions of a slightly different character from that called for by the examination, or positions of lower grade than that advertised, with subsequent appointment of men lower on the List to grades carrying higher salaries. The temporary appointment of a woman has more than once been succeeded within a brief period by the permanent appointment of a man who stood lower on the List, forcing one to conclude that by this simple expedient an undesired woman candidate had been eliminated.

On the other hand in a few instances, the Double List has been known to work to the actual advantage of women, mainly because the Department heads were favorable to their appointment and advancement. It is claimed, for example, that the Department of Charities has always shown a preference for women on the ground of their superior adaptability and their more sympathetic attitude in dealing with the problems involved. In any event, it is an undeniable fact that the female List for Social Investigator promulgated on December 31, 1914, and a similar List for Institutional Inspector, established January 18, 1917, were both used more frequently than the male List, regardless of the standing of the candidates. The success of women in this field has been so marked, that subsequent examinations for both these positions have been limited to women. Here again, the nature of the work to be performed may be used as an argument for sex discrimination which actually favors women.

Another instance where women are apparently desired as workers, and a Double List resorted to make their appointment possible in greater numbers, is that of Laboratory Assistant. The salaries paid these workers are small, and a higher grade of women than men can be secured at these prices. The attraction, of course, is the scientific training which the position involves, and the opportunities for subsequent advancement. The argument used in favor of this discrimination is that women are more careful and dependable in such work.

The contention has been made in connection with the positions of Attendance Officer and Probation Officer, where the opposite attitude has been displayed, that separate Lists are legitimate, in order that those who have supervision over the work, may in their discretion, proportion the men and women employes according to the demands of the work itself. The number of boy truants and delinquents greatly exceeds that

of girls, and naturally a larger number of male than female Attendance and Probation Officers is required for the good of the service.

The way out of this entire situation would seem to be through some such expedient as the executive order of Mayor Gaynor in 1911, subsequently confirmed by Mayor Mitchel, by which heads of Departments under the Mayor were directed to take the first name upon an Eligible List instead of selecting from among the first three, as the Civil Service Law permits, unless the consent of the Mayor to pass over a name had previously been secured. This order is obviously in accord with the merit principle upon which the Civil Service is based, and has worked to the satisfaction of Municipal employes and persons upon the Eligible Lists. It is still in force, and has become well established as precedent. There is, therefore, no reason why an extension of the same order could not be made to apply to the Combined List instead of being confined to the sex Lists as at present.

By this means the right of selection could still be secured in the few cases where its justice was obvious, and at the same time the violation of the spirit of Civil Service which occurs under the present would be avoided. It seems probable that one of the results of the recent enfranchisement of women in New York State will be to discourage and presently to eliminate all discriminations based on sex.

PROMOTION.

It has been said that opportunities for men and women should be regarded from the two angles of appointment and promotion. Before discussing the question of promotion, salary increase should be carefully distinguished from promotion from grade to grade. The salary increases within grades rest in theory upon Department records as to length of service and efficiency of the worker. Promotion to the next higher grade is based upon these records, *and* upon a promotion examination open only to such persons as have fulfilled the specified requirements in rank and length of service. In the rating of promotion examinations the candidate's record has half weight and the examination half. It is evident that in both cases there is opportunity for favoritism, which must be carefully guarded against.

To this end one of the accomplishments of the 1913–17 Civil Service Administration has been the working out of an elaborate Service Record system, in which quantity and quality of work and other factors, such as punctuality, personality, length of service and the like, are carefully estimated upon an established scale. Each employe has a service record card upon which marks are entered three times a year with the reasons therefor stated in every case, in which the employe is rated above or below "standard." These marks of the Departmental rating officers are supervised and checked by Examiners from the Civil Service Commission, who are assigned to the various departments and hold frequent conferences with such rating officers and reviewing committees. The right of appeal to a Personnel Board composed of officials from his own Department, is also granted to the employe with a final appeal to the Civil Service Commission. The effectiveness of the system depends upon the use of these Service Records as the basis for budgetary requests for advancement within grades, and for promotion appointments when the employe is eligible through having passed a promotion examination. This is a fundamental part of the plan, which also includes a check upon such requests by a careful scrutiny of the Service Record cards

in the Bureau of Standards, by means of which it is intended that salary increases shall be granted, thrown out or modified.

There can be no question that such a system, if faithfully and justly carried out, would work to the good of the service and the advancement of the most competent and efficient. It stands or falls, however, with the conviction among the employes of the various Departments that it is being fairly or unfairly administered. In a matter so vital to the individual as an increase in his salary, justice in this respect is the prime consideration. In the main, at the present time the opinion of the City employes, regardless of sex, is probably unfavorable to the service record system. To be sure the plan is still in its infancy and this attitude may be the result of a not unnatural fear that any change will work to their disadvantage. But more serious is the general impression that personal considerations and outside influence still prevail over the actual service record when it comes to securing the reward of a salary increase. This, however, would appear to be due to the failure to apply the system rather than to the system itself.

A condition of chaos is thereby created out of which anything may emerge. Fairly and honestly carried out, there would, of course, be no discrimination against women under the service record system; an employe's record would become the sole criterion. That this is as yet generally true few will contend. It is still difficult for women to secure the salary increases within grades that they have earned. When it comes to the question of advancement from grade to grade, every impartial observer must conclude that women do not stand upon the same basis as men. Even where the opinion prevails that the door of opportunity should be open to women as a matter of principle, and where hearty endorsement of their work is given in minor and routine capacities, their efforts to advance to levels of equal importance with men is looked upon with disfavor. Recognition of possible executive capacity is still grudgingly given, even where such capacity has been amply demonstrated; while in too many cases it is well nigh impossible for women to secure official confirmation for promotion to higher grades for which they have duly qualified.

Sometimes inherent opposition takes a subconscious form of a peculiar regard for women's disabilities. Work is considered too strenuous, or said to be of an emergency character. Court work in particular, and some forms of inspection and investigation are declared to be "too shocking" to the refined sensibilities of a woman. Again it is felt that the tax payer, desiring that public affairs should be handled in a responsible way, would feel less satisfied if authority were entrusted to a woman's hands. This statement brings us near to the suggestion that was made by more than one of the employes consulted on the matter, that political influence still prevails in securing advancement, although no longer effective in assisting to obtain original appointment. There was perhaps some exaggeration in connection with this charge, which was vague rather than specific, but it is probably true that the feeling exists, subconsciously at least, in many of the City offices, that, other things being equal, it is as well to have voters about and certainly that their advancement is preferable to that of women. The recent enfranchisement of women, of course, radically changes their status in this respect. How far reaching its effect will be remains to be seen.

The above general conclusions are contradicted in certain instances where it would appear that however difficult it was to secure the position in the initial instance, every opportunity for advancement has been given.

It is also fair to state that a certain amount of blame is to be laid at the doors of the women themselves, inasmuch as they have not always taken advantage of such opportunities as were presented to them. There has been a change in this respect, however, in recent years and women generally are entering examination for superior posts whenever the opportunity is given; in other words, they are asserting their confidence in their own ability. But they still labor under the handicap of the fact that wherever they have worked in unusual capacities, they have been made to run the gantlet of much observation and been constantly reminded of the fact that they are women. Hence, it is natural that they should at times lose the point of view that they are merely workers and demand special consideration for themselves as women. If this reacts to produce a timidity or unwillingness to compete for advancement with their male fellow-workers on non-personal grounds, it is the more unfortunate. However this may be, it is quite certain that under present day conditions women will not continue to be satisfied with subordinate positions but will more and more insist that they be given opportunities to demonstrate their fitness for posts of higher responsibility and authority.

IX. The Civil Service and the War.

One of the commonplaces of the Great War is the changes which it is producing in every phase of human relationship; not the least of these is the opening of the professions, business and industry to women to a far greater extent than ever before. This has been especially true in Europe. What the Civil War accomplished for American women by forcing them en masse into activities outside the home, the present war has brought about abroad with startling swiftness and completeness. In this country it is the extension of existing opportunities rather than the creation of new fields of action that is resulting.

So far as the Public Service is concerned, one of the immediate effects of our entrance into the war has been the decline in the number of candidates for the various positions. The regular routine is still followed. Examinations are held, Lists promulgated, and certifications made as usual. But the significant fact in this connection is that there are fewer candidates for many positions. The Lists are shorter and the declinations more frequent. This is, of course, due to a combination of causes. First of all, there has come the drafting of the young men, many of whom would naturally be attracted to municipal positions, into the National service and into every branch of war industry as well, with the consequent stripping of other occupations. In addition, salaries in the City service have not kept pace with rising prices, and as a result, municipal employment has become less attractive to men than private positions which have been able to adjust themselves more quickly to rising demands. Along with this there has been an unprecedented call for candidates for the Federal Civil Service in all kinds of positions, old and new, which has still further depleted the amount of available material. Salaries offered in the Federal service have also been increased in order to attract candidates, which the City of New York has as yet been unable to do, at least to a sufficient degree, to alleviate conditions appreciably.

The result has been a decided falling off in the number of men applying for Civil Service positions. Up to the present time this has been most marked in the clerical groups, though apparent throughout the service. A survey of recent Eligible Lists shows that Lists which formerly ran into hundreds have dwindled appallingly. The Federal service has met the situation by frankly throwing its standards overboard, and accepting experience statements and reports on designated subjects in lieu of written examinations. The Municipal Civil Service Commission, on the other hand, where the need is as yet less insistent, is striving to maintain its standards. How this can be accomplished, however, forms a problem concerning which serious thought must be taken now if public business is not to suffer embarrassment later.

The first need then, is for women to recruit regular lists, by coming forward as candidates when examinations are called, particularly in the clerical and stenographic services. For professional positions the most urgent need is, of course, in the Medical and Nursing fields, where the drain upon the present force and its source of supply has reached a point that is causing alarm. Public health work is, if possible, more important under war conditions than in peace times, for the physical standards must be maintained at a high grade of efficiency if only to prosecute the war successfully. The demand for adequately trained persons in professional and technical positions constitutes the second call for women's service. It is probably most serious in the nursing field, which is already given over to women. For the physician group it has been met by throwing wide open doors of opportunity through which women have thus far made their way with difficulty. Where they were formerly barely tolerated as internes, they are at present urged to apply. Staff positions which yesterday were jealously guarded, are now thrown open to them. A woman was recently made Chief of the Tuberculosis Clinic at Bellevue Hospital, for example, during the absence of the former head in Europe—an advancement which would probably have been impossible three years ago.

Specialized positions in Medicine and in various technical lines, furnish other potential opportunities for which trained women may presently be needed. It is all the more important that this need should be recognized at once, and that women should immediately begin to train themselves for these openings, because specialists in any field cannot be created overnight. If women Anæsthetists, Diagnosticians, Orthopedists and Laryngologists, for example, are to be ready when the demand comes, they must prepare now for this work. The recent examination for Physician, Roentgenologist (Radiographer) is a case in point, for which only seven applications were received. With the present call for specialists in this field in Europe, it is not hard to tell how long such a list will last even if every applicant qualifies for the position.

Again, a need for trained women exists in positions for which the Civil Service Commission has in the past found difficulty in maintaining lists. It is obvious that such positions will be increasingly difficult to fill under the pressure of war conditions. Examples of Lists of this kind are those for Alienist, Pathologist, and Resident Physician, where the salary paid is not large enough to hold the well trained specialist after the value of the position as experience has been exhausted. Positions like Actuarial Clerk, Pharmacist and Pathologist and Pathologist-Bacteriologist furnish other examples in which Lists are maintained with difficulty even under favorable conditions.

When it comes to the positions where up to the present time women

have not been able or desirous to serve, there is little doubt that here also, the war is creating new openings. Women Architects, Accountants, Actuaries, Lawyers and Chemists may look hopefully toward the City service as at last offering possible opportunities for them. The entering wedge in the Engineering field has already been driven, and a direct call for women Draughtsmen has now come, as has been noted, which paves the way for entrance into a whole group of allied positions for those who have secured adequate preparation. Entirely apart from the war, it seems certain that the extension of suffrage to women in New York State will react to bring all such positions within the range of women's aspirations.

Just how far the demand for women in the City service will extend depends largely upon the duration of the war. England has found it necessary to employ women in every form of public work in order to release her man power. English women operate the transportation systems; they serve upon the police force, where they are sent out by twos; they act as street cleaners, and perform practically every form of manual labor. There does not seem to be any indication that this will be required immediately here. Nevertheless, a beginning has been made in certain of the great private corporations engaged in public utilities. In the City service the only attempt of this kind thus far has been in the Department of Street Cleaning, where the woman Inspector, whose work has been described earlier in this report, is training a group of women in street cleaning work against the day when their services may be required.

Another result of the war situation is to increase greatly the chances of appointment for women who have attained places upon the various eligible lists. Where their claims were formerly ignored or reluctantly conceded, appointing officers are more and more being forced to use the female lists, because of the increasing shortage of male eligibles. There is a growing tendency to try out women in positions for which they were previously undesired, if not actually regarded as undesirable. A case in point was the recent request of one of the departments that the commission establish a list for Junior Draftsman, Female.

It seems clear, therefore, from the above considerations, that one of the casual effects of the war here, as in other countries, has been to widen the scope of women's usefulness by extending their opportunities in work in which they are already established and by presenting new fields for their conquest and co-operation. However much one might wish that women could have secured these opportunities and won out on their own merits in a stand-up competition instead of obtaining them, as it were, by default, it is necessary to face the facts. The nation is at war, and the war has created extraordinary emergencies, some of which have worked to the advantage of women. The point here is that the demand for trained women in public work represents a patriotic duty no less than a possibility for personal advancement and a chance to serve the cause of women. Whatever readjustment may be required after the war, there is no doubt that women will meet it in the same generous spirit with which they are now coming forward to supply municipal and national needs.

X. Summary.

The foregoing survey of the work of women in the City Service has, it is believed, been so full that little need remains for a detailed summary. The social importance of each position has been mentioned in connection with its qualifications, duties and salaries. One thing, however, must always be remembered and that is that no one can count on finishing a course of study to-day and stepping into a governmental positon to-morrow or even next month, possibly not even next year. The Civil Service represents essentially *an opportunity in reserve.* It is a field of which all women should know, for which they may prepare if they are interested, and to which they may look forward as a future possibility. After that it is only a question of being on the alert until an examination is called. For this purpose it is advisable to watch the Civil Service periodicals, already mentioned, which specialize in such information, the *Chief* and the *Chronicle.* The latter maintains a woman's column.

As to conditions of employment, a very large majority of those writing to this point found the City a more generous employer in the matter of vacations than private firms. In fact the three weeks' vacation period (usually with 12 days' annual leave in addition for sickness), was gratefully commented upon by a number of persons. In regard to hours, many found no difference, but those who did, found the advantage to lie in the City service where a 9 to 5 day, with 9 to 12 on Saturdays and one hour for luncheon is definitely established. Health conditions were generally thought to be on a par.

Investigators, Probation Officers, Attendance Officers and the like, complained of long report writing in connection with their duties, some stating that this added from one to two hours a day to their work. Another point brought out in the questionaire and in personal interviews was the fact that these workers frequently pay from their own pockets incidental expenses connected with their work. Constant appeals are made upon their sympathy, to which they find themselves continually acceding through interest in the work. Despite an 8-hour day, these workers find it difficult to confine their work within the prescribed time. Investigations must often be made during hours when the wage earners of the family can be found at home or on Sundays or holidays, and the conscientious worker finds herself constantly giving overtime service, for which there is no compensation. On the other hand, it must be remembered that a well-trained and thoroughly efficient worker can devise means of economizing time and effort, and it is probable that those best trained find less difficulty in the question both of overtime and report writing than those who entered the service when lower standards prevailed. These, however, represent grievances which in all probability will be adjusted in time.

A more urgent matter is the general discontent common to all workers at the present time, due to the fact that advance in salaries has lagged far behind the cost of living. This slowness of advancement, which is a marked characteristic of the City service, is a potent cause that every year sends many of the more capable and energetic Municipal

employes from the City service into private employment. The Departmental loss of efficiency through the necessity thus created of constantly training new appointees, particularly as the work increases in responsibility, is deserving of more serious attention than it has received. Discontent also arises from a belief frequently expressed, that the 1913–17 City Administration in initiating the policy of efficiency and reform, which has been regarded as one of its principal accomplishments, sought to win popular favor with the taxpayer, to the detriment of a considerable number of City workers. The work of the Bureau of Standards constantly referred to as an indication of the trend of things in the future, has aroused open hostility. Standardization has unfortunately come to be connected in the minds of many City employes with sweeping reductions in salaries if not summary dismissal, and in view of indisputable injustice in certain instances, the basic idea underlying this greatly needed readjustment has to a large extent been lost sight of by the average employe. Instead of seeing in these recommendations a possibility of advancement through different steps from lower to higher grades, there is a tendency to regard them as a complete negation even of such chances as have existed in the past. The gradual introduction of the new standards, to prevent hardships to employes of many years' standing, and an impartial administration of the promotion system based upon a fair comparison of service records would go far toward overcoming these prejudices.

A feeling at once more far reaching and harder to touch is that prevalent among many employes, both men and women, namely, that work for the City, quite aside from the question of renumeration, is less worth while and inspiring than that for a private employer or organization. A number of women talked with, stated, that in the large mass of workers, the individual counted for very little, and therefore the incentive for putting forth one's best efforts was extremely small. They complained of a sense of remoteness from the source of things, and of a lack of acquaintance with the general plan of the work of which theirs was a routine part. As a natural result of this they found that it was difficult to win recognition from superiors which in turn resulted in limited opportunity for advancement, not merely in salary, but also in responsibility.

Lack of proper standards in the work itself was also emphasized. It was frequently stated that the conscientious and the indifferent worker were rewarded and recognized alike, in other words, a careless attitude which in the outside world would not be tolerated for a moment, in public service failed to elicit any criticism. Obviously a condition is here revealed which, if correctly reported, needs a remedy of far greater proportions than this brief inquiry can even suggest. It is doubtful, however, if a careful survey of the City service, Department by Department, would reveal any such general laxness as that complained of. Here and there it may possibly be true, but the majority of Departments, it is safe to assert, are conducted with reference to satisfactory standards of efficiency and responsibility.

It is also noteworthy that the part of the questionaire dealing with the relation of public to private employment, brought out the fact that a large group of workers are definitely of the opinion that service for the City is not an asset in securing private employment. Women in the clerical groups who answered in largest numbers, and for whom experience in both public and private employ offered a better basis for comparison, complained that City workers are in bad repute with private employers, by whom they are considered inefficient and indolent. Many

on the other hand resented what they deemed the injustice of this criticism and claimed for the City equally high standards with private employ. They asserted, moreover, that standards varied from Department to Department, and that while some might demand too little of the employes, others insisted on a high degree of efficiency. It was generally agreed that experience in the Departments of Law and Finance were exceptions to the rule that City experience was held in poor repute.

That anyone should feel, as some apparently do, that it is more inspiring to watch in a private office the accumulation of profit in which the individual obviously has no share, than to serve the public through any of the various channels offered by City employment, seems a rather sad commentary upon our public and political ideals. On the other hand, many women were found who spoke enthusiastically of their work, regarded its supervision as just and intelligent, and the work itself as purposeful and full of incentive.

These are matters of which it is exceedingly difficult for an outsider to judge, and one can only offer the criticisms favorable and adverse, for what they are worth. In any event, conceptions of public service are undoubtedly undergoing changes, in the course of which one must surely believe the instrument will be refined and so perfected as more and more to fill the needs of intelligent democracy of the future. What is of greater concern here than prophecy, however, is the picture of occupational opportunities for women of to-day in the service of the City of New York, with the resulting possibilities of an honorable and useful public career. This, it is hoped, the preceding pages have been successful in presenting.

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Appendix

Questionaire Used in Making the Foregoing Study.

INTERCOLLEGIATE BUREAU OF OCCUPATIONS.
(AGENCY)
130 East 22d Street,*
NEW YORK CITY

(Please note that name of holder of position is *not* requested.)
Increase in occupational opportunities for women and improvement in the conditions of their work will come in part through intelligent study of the fields now occupied by them. To this end the Bureau plans to study the positions held by women in New York City's Civil Service. Women employees are the best sources of information about themselves. Will you not, therefore, aid us by filling in as fully as possible the following questions? An investigator will collect this sheet.

---

1. What is your present position? Department

2. Beginning with first appointment in the service, give below *all* positions (or grades) you have held, together with date of appointment and salary.

POSITION	WHEN APPOINTED	SALARY
First.....	.....	.....
Second.....	.....	.....
Third.....	.....	.....
Others.....	.....	.....

N. B.—If maintenance is part of salary, show this. Also indicate whether your position is a part or full time one.

3. What are the duties of your position?

4. Have you had High School training? College? Special training? for Civil Service Examination?

5. Have you had experience of similar nature in both public and private employ?
   If so, what comparison would you draw as to (1) Salary (2) Amount and diffiulty of work (3) Hours (4) Vacations (5) Health Conditions?
   (N. B.—If you have not had experience in both, give observation.)

6. Would you call experience in the city's service an asset or not in securing private employment?

7. If your position is open to both men and women, what would you say of equality of chance between the two, as to (1) Appointment (2) Promotion?

8. Would you say that length of service, faithfulness and efficiency receive adequate reward in your position?

(Use both sides of sheet.)

*Since this questionaire was published, the address of the Bureau has been changed to 19 West 44th Street.

Open Competitive Examinations to Be Held in 1918.

Thirty-one eligible lists expire this year by reason of the statutory four-year limitation of the life of eligible lists. Due to war conditions and the already almost exhausted condition of eligible lists, examinations will be necessary for about 84 other positions, exclusive of the 31 mentioned.

Expiring Lists.

The following is a list of eligible lists expiring this year, the dates being that of the expiration.

Jan. 7, 1918.	Mitro-photographer.
Jan. 14, 1918.	Law Clerk.
Jan. 21, 1918.	Searcher.
Feb. 11, 1918.	Dock Master.
Feb. 18, 1918.	Pathologist, Bacteriologist, Otisville.
Feb. 18, 1918.	Stenographer and Typewriter, Male, Grade 3.
Feb. 18, 1918.	Stenographer and Typewriter, Female, Grade 3.
April 8, 1918.	Stationer.
April 22, 1918.	Telegraph Operator.
May 6, 1918.	Assistant Director Bacteriological Laboratory, Otisville.
May 13, 1918.	Chemist, Bacteriological.
May 13, 1918.	Statistician.
July 1, 1918.	Inspector Plumbing.
July 22, 1918.	Inspector Foods.
Aug. 19, 1918.	Hospital Clerk.
Sept. 16, 1918.	Photographer.
Sept. 23, 1918.	Inspector Public Works.
Sept. 23, 1918.	Lay Superintendent, Sanitorium.
Sept. 28, 1918.	Draftsman, Grade C.
Oct. 7, 1918.	Female Attendant.
Oct. 21, 1918.	Police Matron.
Nov. 25, 1918.	X-ray Photographer.
Dec. 2, 1918.	Bookkeeper, Grade 3.
Dec. 3, 1918.	Italian Interpreter.
Dec. 9, 1918.	Greek and Turkish Interpreter.
Dec. 9, 1918.	X-ray Electrician.
Dec. 9, 1918.	Yiddish Interpreter.
Dec. 30, 1918.	Coroner's Physician.
Dec. 30, 1918.	Farm Superintendent.
Dec. 31, 1918.	Examiner.

Lists Nearing Exhaustion.

The following is a list of positions for which the eligible lists will undoubtedly be exhausted this year, because of the existing war conditions, exclusive of those for which examinations are at present pending and for positions for which examinations must be ordered, because the lists named above will be terminated this year by the statutory four-year limitation: Accountant, Grade 4; Accountant Grade 5; Architectural Draftsman, Grade C; Asphalt Steam Roller Engineer; Assistant Engineer, Grade C; Assistant Fire Marshal; Assistant Inspector of Combustibles; Attendance Officer; Male Attendant; Automobile Engineman; Book Binder; Bookkeeper, Grade 2; Bookkeeper, Grade 3; Cable Tester;

Chemist; Clinic Physician; Court Stenographer, Grade 4; Court Stenographer, Grade 5; Dentist; Deputy Medical Superintendent; Dietitian; Electrician; Engineering Chemist; Engineer Inspector; Architectural, Grade C and D; Examiner, Grade 5; Examiner (Law), Grade 1; Finger Print Expert; Fireman; Foreman Asphalt Worker; Forester; Health Inspector (Food); Inspector Blasting; Inspector Trade Waste Disposal; Inspector Fire Prevention; Inspector Foods (Milk); Inspector Licenses; Inspector Meters; Inspector Weights and Measures; Institutional Inspector; Instructor of Industry; Janitor; Janitor Engineer; Junior Chemist; Keeper Menagerie; Marine Engineer; Mechanical Engineer; Mechanical Draftsman, Heating and Ventilating; Mechanical Inspector, Grade D; Mechanical Inspector, Grade E; Medical Clerk; Medical Inspector, Grade 2; Medical Superintendent; Morgue Keeper; Municipal Examiner, Pensions; Female Nurse; Pathologist; Patrolman; Pilot; Plan Examiner, Grade B; Plan Examiner, Grade C; Playground Attendant; Police Surgeon; Prison Keeper; Probation Officer; Process Server; Proof Reader; Physiologist; Resident Physician; Rodman; Stationary Engineer; Statistician; Stenographer and Typist; School Farm Attendant; Stenotypist; Steward; Storekeeper; Structural Steel Draftsman; Temporary Clerk; Title Examiner; Topography Draftsman; Typewriter Copyist; Typewriter Copyist, Dictaphone; Typewriter Accountant.

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Table II.

Women Employes grouped according to Classes in Civil Service.

Position	Exempt	Competitive	Non-Competitive	Labor	Total
Adding and Billing Machine Operator		9			
Anaesthetist		2			
Attendant—Bath and Cottage		59			
Attendant—Park		41			
Attendant—Playgrounds and Gym.		54			
Attendant—School Farm		7			
Attendant—Other		337			
Attendance Officer		20			
Bacteriologist		13			
Bookkeeper		6			
Card Indexer		1			
Caretaker			13		
Cataloguer		1			
Chairman (Board of Parole)	1*				
Charity Application Investigator		9			
Cleaner				448	
Clerk—Chief		1			
Clerk—Hospital		33			
Clerk—Medical		1			
Clerk—Other	2	374			
Cook			43		
Comparer		2			
Custodian		4			
Deputy Chief Probation Bureau		1			
Deputy Assistant District Attorney	1				
Detective		1			
Dietitian		2	14		
Director (Bureau Child Hygiene)		1			
Director (School Farm)		4			
Director—Assistant (Health)		2			
Director—Social Service		1			
Domestic			305		
Draftsman		1			
Examiner—Assistant Chief C. S.		1			
Examiner—Civil Service		7			
Examiner—Other		5			
Head Keeper		1			
Helper—Hospital			1312		
Helper—Other			73		
Housekeeper			2		
Inspector—Fire		1			
Inspector—Food		4			
Inspector—Medical		23			
Inspector—Tenement		9			
Inspector—Other	1	31			
Instructor—Gymnasium		3			
Instructor—Swimming		3			
Instructor—Trade		2			
Interpreter		1			
Janitress			16		
Laboratory Assistant		52			
Laundress			12		
Librarian		4			
Matron—Institutional		27			
Matron—Police		47			
Matron—Prison		60			
Class total	5	1268	1790	448	

* Term of office expired December 28, 1917.

Table II—Continued.

Women Employes grouped according to Classes in Civil Service.

Position	Exempt	Competitive	Non-Competitive	Labor	Total
Class total	5	1268	1790	448	.....
Matron—Other	.....	3	.....	.....	.....
Masseuse for Poliomyletis	.....	.....	3	.....	.....
Minister of Religion	1	.....	.....	.....	.....
Nurse—Pupil	.....	.....	528	.....	.....
Nurse—Social Service	.....	28	.....	.....	.....
Nurse—Supervising	.....	42	.....	.....	.....
Nurse—Trained Hospital	.....	.....	703	.....	.....
Nurse—Trained Field	.....	594	.....	.....	.....
Nurses' Assistant	.....	59	.....	.....	.....
Orderly	.....	.....	14	.....	.....
Pathologist	.....	2	.....	.....	.....
Pharmacist	.....	1	.....	.....	.....
Physician	.....	13	10	.....	.....
Parole Officer	.....	3	.....	.....	.....
Probation Officer	.....	38	.....	.....	.....
Proof Reader	.....	3	.....	.....	.....
Psychologist	.....	1	.....	.....	.....
Pupil Dietitian	.....	.....	9	.....	.....
Seamstress	.....	.....	19	.....	.....
Searcher	.....	3	.....	.....	.....
Secretary	5	.....	.....	.....	.....
Social Investigator	.....	175	.....	.....	.....
Statistician	.....	3	.....	.....	.....
Stenographer	13	649	.....	.....	.....
Stenotypist	.....	6	.....	.....	.....
Superintendent—Training School	1	.....	.....	.....	.....
Superintendent—Other	30	2	.....	.....	.....
Assistant Supervisor of Play	.....	1	.....	.....	.....
Tabulating Machine Operator	.....	21	.....	.....	.....
Tailor	.....	.....	1	.....	.....
Teacher	.....	2	.....	.....	.....
Telephone Operator	.....	71	.....	.....	.....
Ticket Agent	.....	1	.....	.....	.....
Typewriter Accountant	.....	5	.....	.....	.....
Typewriter Copyist	.....	215	.....	.....	.....
Waitress	.....	.....	1	.....	.....
Class total	55	3209	3078	448	6790 Grand Total

* Term of office expired December 28, 1917.

Table III.

Women in Exempt Positions.

Position	Department	Salary
Chairman*	Board of Parole	$7,500
Secretary to President	College of the City of New York	2,500
Deputy Assistant District Attorney	Kings County	2,400
Private Secretary	Charities	2,340
Superintendent Nurses' Training School	Bellevue and Allied Hospitals	2,160
Secretary	Corrections	2,000
Superintendent of Nurses	Bellevue and Allied Hospitals	1,980
Confidential Stenographer	Mayor's Office	1,800
Private Secretary	Board of Water Supply	1,800
Confidential Secretary (2)	Board of Water Supply	1,800
Clerk	Sinking Fund	1,800
Superintendent of Nurses (4)	Charities	1,800
Superintendent of Nurses	Charities	1,740
Executive Stenographer	Mayor's Office	1,680
Confidential Stenographer	Charities	1,680
Private Secretary, 1st Deputy Commissioner	Tenement	1,680
Assistant Superintendent of Nurses	Bellevue and Allied Hospitals	1,680
Stenographer to Corporation Counsel	Law	1,500
Stenographer to Commissioner	Water, Gas and Electricity	1,500
Superintendent of Nurses (2)	Charities	1,500
Assistant Superintendent of Nurses	Bellevue and Allied Hospitals	1,440
Stenographer to Commissioner	Tenement	1,350
Stenographer to Commissioner	Health	1,320
Superintendent of Nurses	Charities	1,320
Assistant Superintendent of Nurses (4)	Charities	1,320
Inspector (Confidential)	Bureau of Weights and Measures	1,200
Secretary to Chairman	Court House Board	1,200
Assistant Superintendent of Nurses (5)	Bellevue and Allied Hospitals	1,200
Assistant Superintendent of Nurses (6)	Charities	1,200
Stenographer to Faculty	Hunter College	1,080
Assistant Superintendent of Nurses	Charities	1,020
Superintendent of Nurses	Charities	960
Assistant Superintendent of Nurses	Charities	960
Assistant Superintendent of Nurses	Charities	900
Stenographer	Court House Board	900
Confidential Clerk to Faculty	Hunter College	750
Minister of Religion	Health	260

* Unclassified service. Term of office expired December 28, 1917.

Table IV.

Vocational Group of Women Employes.
(Standard Specifications for Personal Service.)

	Executive	Legislative	Judicial	Professional	Sub-Professional	Investigational	Educational	Clerical	Inspectional	Custodial	Institutional	Police	Fire	Street Cleaning	Skilled Trades	Unskilled Trades	
Mayor's Office								6									6
Bureau of Weights and Measures						5		3									8
Board of City Record								6									6
Department of Finance								78								1	79
Department of Law								87									87
Board Estimate and Apportionment						1		46									47
City Chamberlain								6									6
Board of Aldermen and City Clerk								3		1							4
Court House Board								2									2
Commissioner Sinking Fund								2									2
New York County:																	
Surrogate's Court					3			7									10
Sheriff's Office								3			4					3	10
District Attorney								8									8
Register's Office								1									1
Commissioner Records								17									17
County Clerk								2									2
Public Administrator								3									3
Bronx County:																	
County Clerk								1									1
Sheriff								2			6					1	9
District Attorney																	
Register								3									3
Kings County:																	
Surrogate's Court								4									4
Sheriff								1			5					2	8
District Attorney			1					6									7
Public Administrator								4									4
Register								30									30
County Court								1			1						2
Commissioner Jurors								1									1
Commissioner Records								2									2
Queens County:																	
Sheriff								2									2
District Attorney								1									1
County Clerk								2									2
Commissioner Jurors								1									1
Richmond County:																	
District Attorney								1									1
Sheriff								1			1						2
Bellevue and Allied Hospitals				266	342	1	4	28		3	497						1141
Department Docks and Ferries								6								8	14
Department Taxes and Assessments					1			3									4
Courts:																	
Supreme, Appellate Div. 1st Dept.								1		1							2
Supreme, 1st Judicial District								1									1
Supreme, 2d Dept. Kings Co.								1									1
Special Sessions								4									4
City Magistrates' Courts						15		6									21
Children's Court				1		23		7								1	32
Municipal Court								2									2
Board of Water Supply					3			25		2							30
Dept. Water Supply, Gas, Electricity				1				33									84
Dept. Tenement House					1			94	9								104
Dept. Street Cleaning						4		13	1								18
Borough Presidents:																	
Manhattan							3	49	1	98						166	317
Bronx								17		5						32	54
Brooklyn								26		51	2					63	142
Queens								25		2						16	43
Richmond										1						7	8
Art Commission								1									1
Department Licenses								9	3								12
Coroner—Manhattan								1									1
Board of Inebriety				1				2								3	6
Municipal Civil Service Commissioner						8		23		1							32
Examining Board Plumbers								2									2
Board Ambulance Service								1									1

Table IV—Continued.

	Executive	Legislative	Judicial	Professional	Sub-Professional	Investigational	Educational	Clerical	Inspectional	Custodial	Institutional	Police	Fire	Street Cleaning	Skilled Trades	Unskilled Trades	
Department of Parks:																	
Manhattan and Richmond							4	12		100						2	118
Bronx								3		2						6	11
Brooklyn							3	5		49						2	59
Queens								2		4							6
Department Fire								54	1								55
Public Service Commissioner					3			70		4							77
Department Corrections					2			9		1	78						90
Department Public Charities				331	198	145	20	153	22	180	871					7	1927
Department Health				819	42	3		133	27	82	25					437	1568
Department Police						1		11			47	1				13	73
Department Education				1	1	1		152		15	30					47	247
Parole Commission								7	1								8
Commissioner Accounts								6									6
Board of Child Welfare						42		5									47
Teachers' Retirement Board								2									2
Maintenance Appellate Division Court House								2								9	11
Department of Plant and Structures								12		11							23
Central Purchasing Committee								4									4
Board of Standards and Appeals								3									3
			1	1420	596	249	34	1418	65	613	1567	1			826	6790	

Table No. V.

Total Number of Women appointed from Eligible List 1909 to 1916.

Position	1909	1910	1911	1912	1913	1914	1915	Total '09–'15	1916
Attendance Officer	.....	1	1	.....	1	.....	.....	3	.....
Attendant—Bath and Cottage	.....	.....	.....	.....	.....	.....	6	6	.....
Attendant—Gymnasium	.....	.....	.....	.....	13	.....	.....	13	.....
Attendant—Park	.....	.....	.....	.....	.....	5	6	11	10
Attendant—Playground	.....	6	1	20	1	1	2	31	6
Attendant—School Farm	.....	.....	.....	1	2	5	5	13	6
Attendant—Other	7	.....	.....	.....	.....	16	10	33	1
Bacteriologist	.....	.....	1	7	.....	3	.....	11	.....
Bookkeeper	.....	.....	.....	.....	.....	.....	1	1	.....
Cataloguer	2	.....	.....	.....	.....	.....	.....	2	.....
Census Enumerator	.....	.....	.....	.....	7	.....	.....	7	.....
Charity Application Investigator	.....	.....	.....	.....	.....	.....	.....	.....	11
Clerk—All Grades	.....	6	1	4	4	16	46	77	18
Clerk—Hospital	6	2	3	2	3	2	.....	18	.....
Clerk—Medical	.....	.....	1	.....	.....	.....	.....	1	.....
Custodian	1	.....	.....	.....	.....	.....	.....	1	.....
Dentist—2d Grade	.....	.....	.....	.....	.....	1	.....	1	.....
Dietitian	6	2	2	4	.....	.....	.....	14	1
Director—Assistant (Laboratory)	.....	.....	.....	1	.....	1	.....	2	.....
Director—School Farm	.....	.....	.....	.....	.....	1	.....	1	.....
Examiner—5th Grade	.....	.....	.....	.....	.....	.....	1	1	.....
Examiner—Charitable Institution	.....	.....	3	4	1	.....	.....	8	.....
Examiner—Civil Service	.....	.....	.....	.....	1	2	.....	3	1
Examiner—Civil Service Medical	.....	.....	.....	.....	.....	.....	.....	.....	1
Examiner—Municipal (Assistant)	.....	.....	.....	.....	.....	.....	.....	.....	4
Finger Print Experi	.....	.....	.....	.....	.....	.....	.....	.....	1
Inspector—Fire	.....	.....	.....	.....	.....	3	1	4	.....
Inspector—Food	.....	.....	.....	.....	.....	.....	1	1	1
Inspector—Licenses	.....	.....	.....	.....	.....	.....	.....	.....	1
Inspector—Medical	.....	.....	.....	.....	4	2	.....	6	.....
Inspector—Tenement	.....	.....	.....	.....	1	1	.....	2	.....
Inspector—Trade Waste Disposal	.....	.....	.....	.....	.....	.....	.....	.....	1
Inspector—Weights and Measures	.....	.....	3	.....	.....	.....	.....	3	.....
Instructor—Gymnasium	.....	.....	1	.....	.....	.....	.....	1	.....
Instructor—Swimming	.....	.....	.....	.....	.....	.....	3	3	.....
Instructor—Trade	.....	.....	.....	.....	.....	1	1	2	.....
Interpreter	.....	1	.....	.....	.....	.....	.....	1	.....
Laboratory Assistant (All Labs.)	9	13	8	3	5	5	8	51	3
Matron—Police	1	2	5	4	4	.....	.....	16	.....
Matron—Prison	.....	.....	.....	.....	.....	3	11	14	.....
Nurse	21	271	81	80	220	80	35	788	54
Nurses' Assistant	.....	.....	16	57	8	4	12	97	6
Nurse—Supervising	.....	.....	2	.....	1	.....	.....	3	.....
Physician (All grades)	.....	.....	1	.....	1	.....	2	4	4
Probation Officer	.....	.....	.....	16	3	.....	2	21	1
Psychologist	.....	.....	.....	.....	.....	.....	1	1	1
Social Investigator	.....	.....	.....	.....	.....	.....	45	45	34
Statistician	.....	.....	.....	.....	1	.....	.....	1	.....
Stenographer and Typewriter	34	35	40	35	24	83	37	288	20
Stenotypist	.....	.....	.....	.....	.....	.....	1	1	5
Superintendent—Hospital	.....	.....	.....	.....	.....	.....	1	1	.....
Superintendent—Women Prisoners	.....	.....	.....	.....	.....	.....	1	1	.....
Tabulating Machine Operators	.....	.....	.....	.....	1	.....	7	8	5
Tabulator	.....	.....	.....	.....	.....	.....	1	1	.....
Teacher	.....	.....	.....	2	2	1	.....	5	.....
Telephone Operator	14	6	6	4	4	3	7	44	3
Typewriter Accountant	2	2	1	7	.....	4	4	20	1
Typewriter Copyist	74	17	35	26	38	28	29	247	33
Visitor Charitable Institutions	.....	.....	.....	7	15	3	.....	25	.....
Total Appointments for year	177	364	212	284	365	274	87	Total Appointments '09–'15 1963	233

N.B.—Figures show number appointed to each position, which is not necessarily the total from the list.

Table VI.

Showing extent to which women have figured as candidates in certain typical examinations, 1913-1916, together with success in reaching Eligible Lists and receiving appointments.

Position	Total Applicants	Total Examined	Women Examined	Date of Examination	Date of List	Total Eligibles	Women Eligibles	Total Appointed	Women Appointed
Examiner Civil Service	582	453	78	2- 7-13	9-16-13 3- 6-15	114	22	11	3
Tabulating Mach. Operator (Hollerith)	28	245	3	2-14-13	3- 9-13 5-25-15	15	2	8	1
Examiner Mentally Defective Children	69	54	6	5-26-13	8 -8-13 to date	28	6	3	1
Stenographer and Typewriter, 2d Grade	2634	1642	1075	5-24-13 6-27-13	2-18-14 to date	1146	764	183	140 a
Bookkeeper, Grade 3	1943	1190	73	7- 9-14	12- 2-14 to date	475	45	31	2 b
Typewriter Accountant, Grade 3	220	154	57	7-16-13 7-22-13	1-28-14 to date	60	22	4	4
Dentist	118	82	12	10-27-13	1-28-14 8-21-15	60	5	17	1
Bacteriologist	67	55	11	11-25-13	3-25-14 to date	29	7	0	0
Assistant Director Bacteriological Lab.	16	10	5	3- 6-14	5- 6-14 to date	7	3	2	1
Inspector Food (Meat-Fish)	515	257	15	4-13-14	8-22-14 to date	48	7	4	1
Inspector Foods (Groceries)	564	236	18	4-14-14	8-22-14 to date	49	10	13	1
Nurse	220	146	146	4-26-14	6-24-14 6-23-15	129	129	104	104
Probation Officer	1560	645	212	5-26-14	1-20-15 to date	115	43	27	3
Hospital Clerk	887	553	206	5- 4-14 5- 5-14	8-19-14 to date	371	157	6	4
Attendant (Female)	1332	536	536	7- 2-14	7-10-14 to date	229	229	27	27 c
Police Matron	385	105	105	7- 7-14	10-21-14 to date	2	2	14	14 d
Finger Print Expert	296	69	4	7- 8-14	9-23-14	12	2	0	0
Examiner Charitable Institution	754	307	168	9-24-14	12-31-14 2- 8-16	109	75	46	45 e
Clerk, 2d Grade	7277	4146	.....	9-28-14	12-31-14 to date	1149	189	56	43 f
Alienist, Grade 4	30	13	4	10-21-14	11-25-14 to date	11	1	0	1
Instructor, Trade	23	8	3	11-16-14	12- 9-14 to date	6	3	2	2
Inspector, Licenses	1022	262	20	9- 3-14	4-28-15 to date	123	17	15	1
Attendance Officer	3259	801	547	12-23-14	5-19-15 to date	156	73	19	0
Nurse	240	204	204	12-14-14	2-10-15 to date	84	84	56	56
Civil Service Examiner	268	159	23	1-12-15	6- 2-15 to date	39	6	2	1
Superintendent Employment Agency	97	19	3	2- 2-15	4- 7-15 to date	6	1	1	0
Laboratory Assistant	185	122	37	2- 8-15	3-24-15 to date	42	10	9	0
Temporary Clerk	1915	940	124	3- 9-15	6-23-15 to date	493	58	.....	11
Secretary Commissioner of Markets	63	28	2	4- 2-15	6-21-15 to date	12	1	2	.....
Psychologist	18	13	10	4- 6-15	5-26-15 to date	10	8	2	2
Superintendent Women Prisoners	19	6	6	4- 6-15	5-26-15 to date	3	3	1	1
Finger Print Expert	238	182	7	4-13-15	9- 1-15 to date	33	1	15	1

Note:
a 1 as Bookkeeper
b 2 as Tabulators
c 6 as Bath and Cottage Attendants
d 14 as Prison Matrons
e 45 as Social Investigators
f 36 as 1st Grade Clerks

Table VI—Continued.

Position	Total Applicants	Total Examined	Women Examined	Date of Examination	Date of List	Total Eligibles	Women Eligibles	Total Appointed	Women Appointed
Swimming Instructor	328	57	39	4–28–15	6–25–15 to 4–30–15	41	21	3	3
Playground Attendant	1132	407	224	4–20–15	7– 7–15 to 4–30–15	233	179	11	8
Examiner	190	80	2	5–12–15	7–28–15 to date	35	2	5	1
Resident Physician	8	5	5	6–10–15	7– 7–15 to 7– 6–16	3	1	0	0
Typewriter Copyist	289	145	36	7–19–15	9–15–15 to date	33	20	4	4
Department Dietitian	16	9	8	7–22–15	8–25–15 to date	4	3	1	0
Civil Service Examiner (Medical)	154	91	9	7–23–15	11–17–15 to date	54	5	4	1
Clinic Physician	153	104	9	8– 3–15	12– 8–15 to date	56	3	40	3
School Farm Attendant	132	92	63	8– 5–15	9–16–15 to date	64	50	6	6
Typewriter Copyist	620	439	439	9–23–15	11–20–15 to date	149	149	31	31
Inspector Foods (Milk)	414	241	6	11–18–15	2–23–16 to date	122	3	9	0
Resident Physician	6	4	4	11–22–15	12–22–15 to date	4	4	1	1
Social Investigator	746	418	418	11–24–15	2– 9–16 to date	161	161	34	34
Charity Application Investigator	157	69	69	3–10–16	4–12–16 to date	47	47	11	11
Inspector Trade Waste Disposal	48	18	18	4–24–16	5– 7–16 to date	5	5	1	1
Dietitian	15	9	9	4–27–16	6–21–16 to date	5	5	1	1
Clinic Physician	129	85	5	6–19–16	6–26–16 to date	22	1	22	1

Note:
a 1 as Bookkeeper
b 2 as Tabulators
c 6 as Bath and Cottage Attendants
d 14 as Prison Matrons
e 45 as Social Investigators
f 36 as 1st Grade Clerks

Table VII.

Positions	Total number women employes in all departments receiving yearly salary for full time	Maximum salary in position	Maximum salary received by woman in position	Number receiving maximum salary	Minimum salary received by woman in position	Number receiving minimum salary	Average salary of women in position	Number receiving maximum to average salary	Number receiving average to minimum salary
Attendant—Bath and Cottage	59	.....	.....	....	.....	....	$600.00	.....	.....
Attendant—Park	41*	.....	.....	....	.....	....	$2 per d.	.....	.....
Attendant—School Farm	6*	.....	.....	....	.....	....	3 per d.	.....	.....
Attendant—Other	42*	.....	.....	....	.....	....	3 per d.	.....	.....
Attendance Officer	20	$2,840	$1,980	2	$1,200	2	$1,500.00	11	9
Bacteriologist	12	1,920	1,920	1	1,200	1	1,640.00	5	7
Bookkeeper	7	3,000	1,500	1	840	2	1,080.00	3	4
Cataloguer	1	.....	1,050	....	.....	....	.....	.....	.....
Clerk—Chief	1	5,000	1,800	1	.....	....	.....	.....	.....
Clerk—Medical Clerk	1	1,380	1,380	1	.....	....	.....	.....	.....
Clerk—Other	251	3,150	2,350	1	300	23	890.82	120	131
Comparer	2	1,500	1,500	2	.....	....	.....	.....	.....
Custodian	4	1,800	1,500	1	768	1	1,122.00	2	2
Detective	1	2,250	2,250	1	.....	....	.....	.....	.....
Director—Bureau Child Hygiene	1	5,000	5,000	1	.....	....	.....	.....	.....
Director—School Farm	3	1,500	1,500	1	1,000	2	1,166.66	1	2
Director—Assistant Health	2	3,180	3,180	1	2,280	1	1,730.00	1	1
Draftsman	1	2,100	1,600	1	.....	....	.....	.....	.....
Examiner—Assistant Chief Civil Service	1	3,660	3,660	1	.....	....	.....	.....	.....
Examiner—Civil Service	4	2,700	2,100	2	1,800	2	1,950.00	2	2
Examiner—Other	4	1,200	1,200	4	.....	....	.....	.....	.....
Inspector—Fire	1	1,920	1,260	1	.....	....	.....	.....	.....
Inspector—Food	4	2,100	1,260	1	1,140	1	1,200.00	3	1
Inspector—Medical	3	3,000	2,280	1	1,200	2	1,560.00	1	2
Inspector—Tenement	9	1,920	1,350	7	1,260	2	1,330.00	7	2
Inspector—Other	22	1,500	1,500	22	.....	....	.....	.....	.....
Instructor—Gymnasium	1	720	720	1	.....	....	.....	.....	.....
Instructor—Swimming	3	900	900	3	.....	....	.....	.....	.....
Instructor—Trade	2	900	900	2	.....	....	.....	.....	.....
Interpreter	1	1,500	1,200	1	.....	....	.....	.....	.....
Laboratory Assistant	51	1,080	1,080	1	600	14	728.82	22	29
Librarian	4	1,350	1,350	1	1,000	1	1,142.50	3	1
Matron—Police	47	1,000	1,000	47	.....	....	.....	.....	.....
Matron—Prison	60	1,000	1,000	4	240	1	748.16	24	36
Nurse—Field	568	1,800	1,800	1	900	418	934.09	150	418
Physician	23	.....	2,000	1	300	8	886.52	13	10
Probation Officer	38	1,560	1,560	1	1,200	10	1,353.13	14	24
Proof Reader	3	1,200	1,200	2	1,050	1	1,150.00	2	1
Psychologist	1	1,000	1,000	1	.....	....	.....	.....	.....
Searcher	3	.....	1,500	2	1,400	1	1,466.66	2	1
Secretary	3	6,500	4,140	1	1,200	1	2,640.00	1	2
Social Investigator	175	2,280	2,280	1	1,080	129	1,129.03	46	129
Statistician	3	2,400	2,100	1	1,200	1	1,700.00	2	1
Stenographer and Typewriter	575	3,600	2,000	1	600	9	1,022.74	287	288
Tabulating Machine Operator	21	.....	1,080	1	720	15	731.42	6	15
Telephone Operator	68	1,800	1,800	1	600	13	715.88	47	21
Typewriter Accountant	5	1,200	1,200	1	840	1	996.00	2	3
Typewriter Copyist	209	1,500	1,500	2	600	70	815.78	83	116

*Per diem positions.

Table VIII.

Salaries received by 575 Woman Stenographers (Competitive Class) arranged according to number of years of Service.

Salary	1*	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	Totals
$2,000																					1												1
1,800											1					1																	2
1,740																				1													1
1,650											1							1		1	1	1											5
1,560		1						1																					1				3
1,500	1	2					1				2		1		1	3		1	2	5		4										1	24
1,440				1																													1
1,380							1									1																	2
1,350				1				1	2	1		2			3	2	1	1		2	1	2	1			1							21
1,320		3		1			2	2	5	2	2	7	1		4	5		1		1	2		1				1		2	1			43
1,200	2	1		4	1	2	3	7	9	12	19	5		2	4	3	3	3	5		2	1	2			1							91
1,150												1																					1
1,140		1				1	2	6	3	4	6	3		4																				30
1,080			2				4		4	1	1					1		1		1													15
1,050	2			4	3	1	4	5	5	2	1	2		2			1																32
1,020				1	1	4	3	1			2	1	1									1											15
1,000		1																															1
960	5	6	7	13	3	9	9	5	4	4	2	2		1					1														71
900	25	2	1	4	4	4	2	3	1	2	2				1																		51
840	1		1	4	3	4	2		1		1	1		1																			19
780	6	3	8	17	3	1	2	2																									42
750	1	1	1	1	2	2			1																								9
720	52	12	5	11	3	1																											84
660	1			1																													2
600	7	2																															9
Totals	103	35	25	63	23	29	35	33	35	28	40	24	3	10	13	16	5	8	8	11	7	9	4			2	1		3	1		1	575

*Less than one year.

Table IX—Part 1.

Showing Average Salary Increase of 62 Women in Clerical Occupations for Service Periods of 1 year, 2 years, 3 years, etc.

	STENOGRAPHERS									
	1—5					5—10				
	1 yr. +a	2 yrs. +	3 yrs. *	4 yrs.	5 yrs.	6 yrs. *	7 yrs. *	8 yrs.	9 yrs.	10 yrs.
Number in year-group.	5	6	4	1	1	1	4	1	3	4
Average increase.....	$36.00	$85.00	$105.00	$300.00	$300.00	0	$202.50	$330.00	$500.00	$297.50
Average *yearly* increase	$36.00	$42.50	$35.00	$75.00	$60.00	0	$28.93	$41.25	$55.55	$29.75
	10—15					15—20				
	11 yrs.	12 yrs.	13 yrs.	14 yrs. *	15 yrs.	16 yrs. *	17 yrs.	18 yrs.	19 yrs.	20 yrs.
Number in year-group.	.....	.....	1	5	.....	2	.....	.....	.....	.....
Average increase.....	.....	.....	$450.00	$210.00	.....	$300.00	.....	.....	.....	.....
Average *yearly* increase	.....	.....	$34.61	$15.00	.....	$18.75	.....	.....	.....	.....
	20—25					25—30				
	21 yrs.	22 yrs.	23 yrs.	24 yrs.	25 yrs.	26 yrs.	27 yrs.	28 yrs.	29 yrs.	30 yrs.
Number in year-group.	1	.....	.....	.....	1	.....	.....	1	.....	.....
Average increase.....	$420.00	.....	.....	.....	$420.00	.....	.....	$420.00	.....	.....
Average *yearly* increase	20.00	.....	.....	.....	16.80	.....	.....	15.00	.....	.....

NOTES: * 1 in group not increased.
\+ 2 in group not increased.
a 1 in group reduced $60.

Table IX—Part 2.

	CLERKS									
	1—5					5—10				
	1 yr. *	2 yrs.	3 yrs.	4 yrs.	5 yrs.	6 yrs.	7 yrs.	8 yrs.	9 yrs.	10 yrs.
Number in year-group.	6	1	1	1	1	.....	2	1	1	.....
Average increase.....	0	0	$300.00	$450.00	$300.00	.....	$135.00	0	$480.00	.....
Average *yearly* increase	0	0	$100.00	$112.50	$60.00	.....	$38.57	0	$53.33	.....
	10—15					15—20				
	11 yrs.	12 yrs.	13 yrs.	14 yrs.	15 yrs.	16 yrs.	17 yrs.	18 yrs.	19 yrs.	20 yrs.
Number in year-group.	1	.....	1	1	.....	.....	2	1	.....	1
Average increase.....	$660.00	.....	$450.00	0	.....	.....	$1,065.00	$930.00	.....	$1,350.00
Average *yearly* increase	.....	.....	.....	.....	.....	.....	$125.29	$51.66	.....	$67.50
	20—25									
	21 yrs.	22 yrs.	23 yrs.	24 yrs.	25 yrs.					
Number in year-group.	1	.....	.....	.....	.....	.....				
Average increase.....	$1,050.00	.....	.....	.....	.....	.....				
Average *yearly* increase	50.00	.....	.....	.....	.....	.....				

NOTE: * 1 in group reduced $100.

NOTE: Table IX which was made from the results of the questionaire is offered with reservations. Salary increase for the year-group was computed from the aggregate increases of individuals in the group, and the average yearly increase was found by dividing the aggregate group increase by the number of years of service. The latter, for stenographers, ranges from $75 to $15; for clerks from $112.50 to $38.57. Note that the minimum yearly increase for all workers recommended by the Bureau of Standards is $60.

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